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MMUNITY PLANNING **Review Revue** CANADIENNE D'URBANISME

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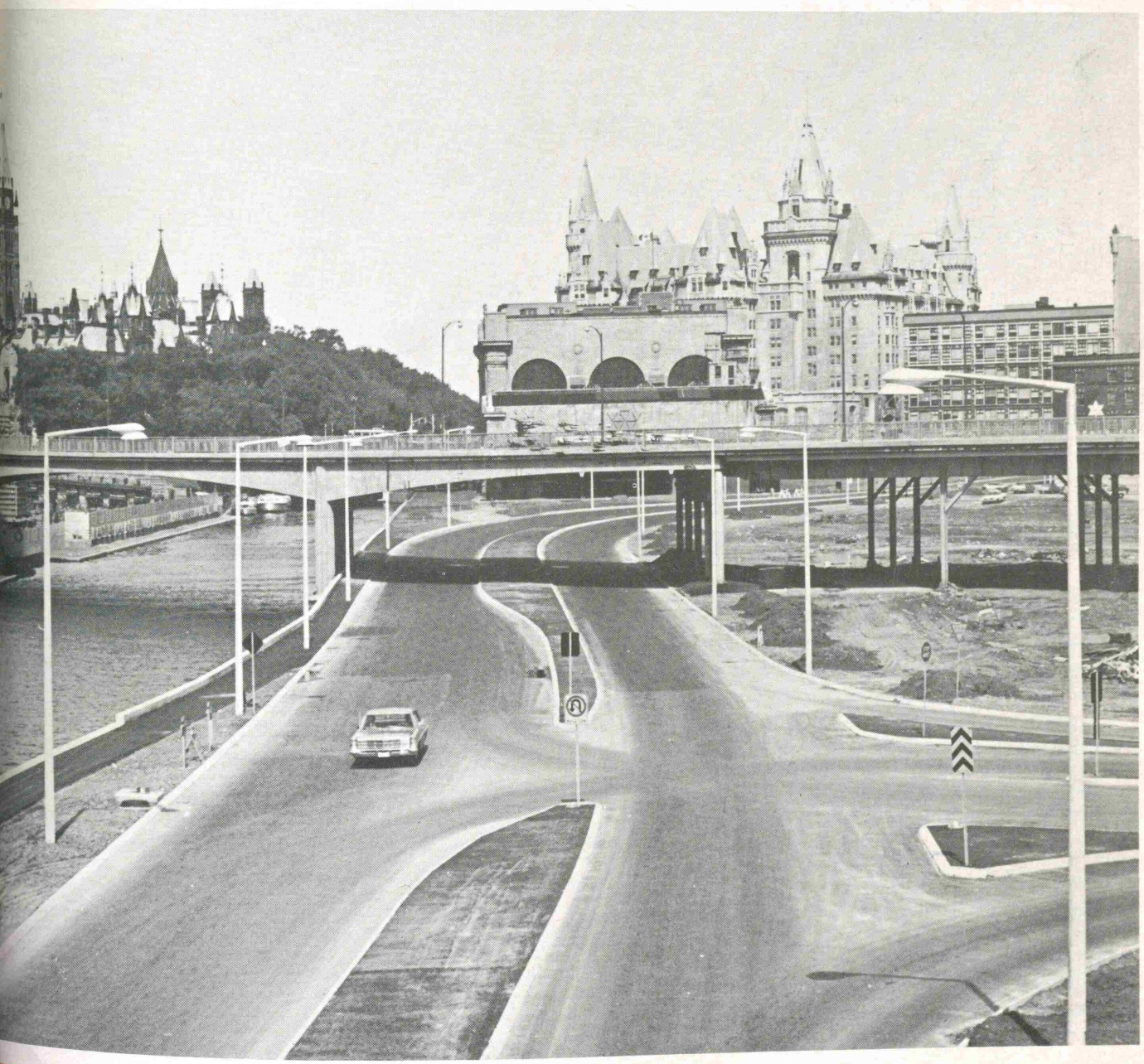

COMMUNITY PLANNING **Review** **Revue** CANADIENNE D'URBANISME

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COVER COMMENT

Autos have replaced trains along the Rideau Canal in downtown Ottawa. Former Union Station (in front of Chateau Laurier) became the city's Centennial Center in 1967, but is slated for demolition as part of the national capital's major urban renewal program.

(NCC Photos)

NOS PHOTOS COUVERTURE

L'automobile a remplacé le chemin de fer le long du canal Rideau au centre d'Ottawa. L'ancienne Gare Union (qui fait face au Château Laurier) est devenue durant l'année le Centre du Centenaire de la ville, mais sera bientôt démolie selon les exigences du programme majeur de rénovation urbaine de la capitale nationale.

(Photos NCC)

STATEMENT OF OBJECTIVES

1. The objective of the Community Planning Association of Canada is to improve the quality of the environment in which people live, to which end the Association:
   (a) fosters public understanding of community, urban and regional planning;
   (b) encourages the active participation in planning by informed citizens, and
   (c) cooperates with other groups on planning matters.
2. Without limiting the general objective, the Association aims in particular:
   (a) to promote education in environmental planning in schools and universities and in programs of continuing adult education;
   (b) to stimulate the development of new knowledge relating to the environment of human settlement through studies and research and the recording of experience;
   (c) to accumulate and disseminate information relevant to policies in environmental planning;
   (d) to cooperate with elected governments, public agencies and other bodies in applying planning concepts and practices to the development of the environment;
   (e) to provide open forums through which government and the citizen can communicate policies, needs and views on planning matters;
   (f) to encourage the coordination and integration of public and private programs of planning and development.
3. To carry out these objects it shall be the obligation of the members and officials of the Association to develop and conduct programs and to raise funds for that purpose.

ÉNONCÉ DES OBJECTIFS

1. Le but de l'Association Canadienne d'Urbanisme est l'amélioration de la qualité des milieux de vie de la communauté humaine. A cette fin, l'Association:
   a) promouvoit la compréhension des procédés de planification de la communauté régionale, urbaine et rurale;
   b) encourage la participation active du citoyen averti, au processus de la planification du territoire;
   c) prête son concours à tous les groupes intéressés à cette planification.
2. Sans en restreindre le but général, les objectifs précis de l'Association englobent:
   a) la promotion d'un programme d'éducation au niveau des écoles et des universités en matière de planification des milieux de vie;
   b) la stimulation de l'évolution des connaissances du milieu de vie de la communauté humaine, par l'étude, la recherche et l'enregistrement des connaissances acquises;
   c) la collation et la dissémination de toute information relative aux politiques de planification des milieux de vie;
   d) la coopération avec les divers niveaux de gouvernement, les agences et autres corps publics dans l'application des concepts et des pratiques de planification;
   e) l'organisation d'assemblées publiques pour permettre la communication réciproque des besoins, points de vue et politiques entre les citoyens et les responsables de la planification du territoire;
   f) l'encouragement de la coordination et de l'intégration des programmes publics et privés en matière de planification et de développement.
3. Afin d'atteindre ces objectifs, il incombera aux membres et aux officiers de l'Association d'élaborer et de diriger des programmes et d'obtenir les fonds nécessaires à ces fins.

PREVIEW

As we look into the future, we realize that the centennial year, now drawing to a close, has been a great year in the history of CPAC. By coincidence, 1967 was our coming-of-age year as a national organization, for it was 21 years ago that our charter was issued. As our 75-page Annual Report reveals, divisional activity across the country has never been greater. In most provinces successful conferences have been held, involving many people, and planning workshops and public meetings have everywhere been well attended. Nationally, centennial year was marked by two inspiring conferences: the Thinking Conference in Quebec and the Centennial Year National Conference held, appropriately, in Ottawa.

Unquestionably, the truly great achievement of the year was the formulation by National Council and the ratification by members at the Annual General Meeting in October of a new Statement of Objectives for our Association. Up until this year one of the hardest tasks for all members of CPAC has been to explain to non-members, or even to themselves, just what it is we did as an organization, what we stood for in Canada.

With our new, clear and quite precise Statement of Objectives it is hoped by National Council that never again will any member of our organization have difficulty in explaining to his neighbour what we stand for and how we operate across Canada. If each of us will read the new Statement carefully – and I urge you to do so – it will, I think, be seen that fostering public understanding of, and participation in community planning is *not* the objective of our organization – and it really never has been. We have mistaken the means for the end. As our leaders at the Thinking Conference saw clearly, the objective of our association is "to improve the quality of the environment in which people live." We firmly believe that, in a democracy, this can only be done successfully through the involvement of an informed public.

If we in CPAC have not, in the past, been as articulate as, perhaps, we should have been in explaining our objective, most of us felt we really knew what it was. All along, had we been pushed hard enough to say it, we think we might have managed something approaching "to improve the quality of the environment in which people live." How good the statement is, now that we have at last managed to say it, is, I think, confirmed by an eloquent passage in a great new book written by a world famous architect-planner. I refer to *Design of Cities*, just published by the Viking Press, N.Y., the writer being Edmund N. Bacon, since 1949 the brilliant executive director of the Philadelphia City Planning Commission. Mr. Bacon writes: "My hope is to dispel the idea, so widely and uncritically held, that cities are a kind of grand accident, beyond the control of the human will, and that they respond only to some immutable law. I contend that human will can be exercised effectively on our cities now, so that the form that they take will be a true expression of the highest aspirations of our civilization." The fact that Mr. Bacon's statement is made in the context of architecture does not, I think, lessen the impact of his central message for us in CPAC. We, too, believe that with the aid of great planners such as Mr. Bacon we, as informed citizens, can and must improve the quality of our environment in every part of Canada.

But our new Statement of Objectives does not end with a clear formulation of our general objective and of the broad means by which we seek to attain it. It contains, in addition, some very specific and exciting working or project objectives, the attainment of which will keep us all busy in the foreseeable future. The first of these is "to promote education in environmental planning in schools and universities and in programs of continuing adult education." This objective emphasizes that education is, as it always has been, prominently our business as an organization. It is probable, however, that never before have we appreciated the magnitude of the task that we have set ourselves.

In 1962 the British Columbia Division, in a well thought-out report, first brought to the attention of National Councillors the scope and nature of the challenge which the subject of the promotion of planning education alone presents to CPAC. The B.C. report made us aware that this is a big task which CPAC has, even now, really only started to explore. Since 1962, a start has been made in British Columbia and other provinces, notably Ontario, to promote planning instruction in the schools. Nationally, a committee under the chairmanship of Dr. Gerald Ridge of Toronto has studied the problem. As a result of the work of this committee and following the recommendation of the Thinking Conference in June, National Council has agreed to make Planning Education, broadly defined, its prime project in 1967-68.

The promotion of education in environmental planning is, of course, only one of six working objectives which have been written into our new Statement. But all six have this in common: that through research, discussion, and the promotion of active planning programs Canadian citizens will be encouraged, will be educated, to ever seek to improve the quality of the environment in which they live. As we leave the year of Expo '67 we Canadians take heart from the lessons of the great exhibition that we can, indeed, create communities throughout our land, the form of which "will be a true expression of the highest aspirations of our civilization."

R. Graham Murray, Q.C.,
National President, CPAC.

1867 1967

CONFERENCE CAPSULE

By A. T. PATON, CPAC Assistant National Director

Photos by CMHC Photographer Bill Cadzow

As two bus-loads of Expo-bound delegates pulled away from the Chateau Laurier, and most of the others prepared to depart for their homes across the nation, a CPAC member observed, "Our Centennial Year National Planning Conference began a new era for this Association".

This summed up the reactions of many of the 460 who attended the Ottawa gathering. For three days, on October 9, 10 and 11, an amazingly high percentage attendance at all meetings testified to the fact people had come to learn about and seriously discuss the forces affecting our environment. They left armed with new ideas and practical suggestions for coping with the problems facing them in their own communities.

"Man in His Community—Today's Challenge" was the theme. Dr. Arthur J. R. Smith, in his first public address since being appointed chairman of the Economic Council of Canada, set the tone in his keynote address on Thanksgiving morning. (Full text of Dr. Smith's speech begins on page 8).

Following a luncheon sponsored by the Corporation of the City of Ottawa, Mr. John J. Carson, chairman of the Public Service Commission of Canada, explained some of the changes which are taking place in Canada's public service today. He stated that at all levels of government, public servants are playing an increasingly larger role in community planning.

"What kind of force the federal service will be should concern all of us," Mr. Carson suggested. "We are committed to building a new bureaucracy that will not only be more efficient in its undertakings but will be more imaginative, more resilient and more courageous than one normally expects the public service to be."

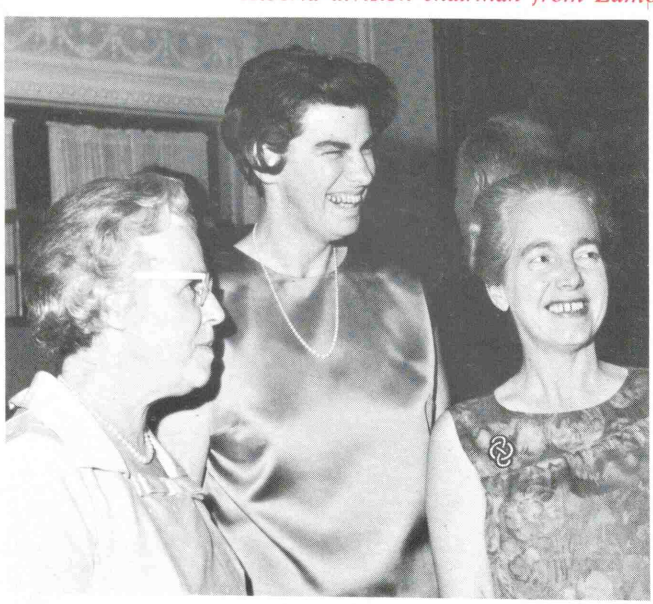
That afternoon delegates went on a bus tour of the city, arranged by John Tidman of the National Capital Commission. Guides from the Ottawa Ladies' Hospitality Club provided the commentary, as they did on Tuesday for a "ladies-only" trip through the Gatineau Park.

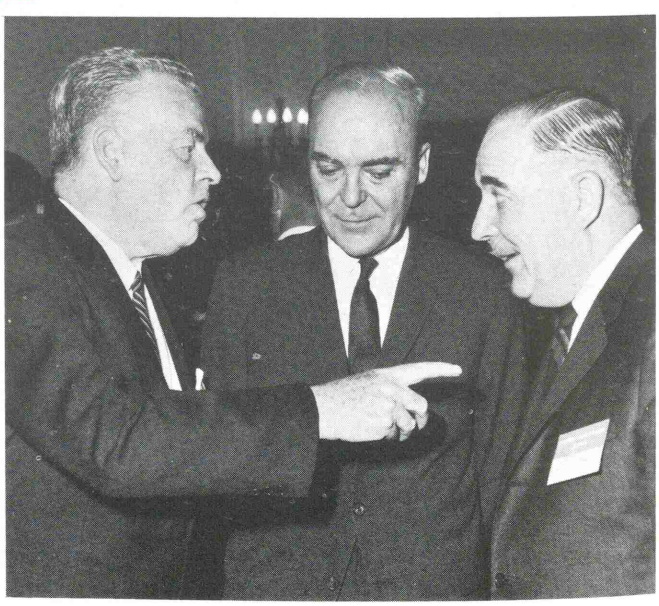
Next day delegates concentrated on a closer evaluation of four of the main forces affecting man in his community: government, industry and commerce, planning professions, and citizens' groups. Mr. Jacques Simard moderated the panel presentation and audience-participation symposium which followed simultaneous workshop sessions chaired by the panelists.

Dr. Meyer Brownstone, political scientist currently working with the Royal Commission on Bilingualism and Biculturalism, led the discussions on government by posing three generalizations:

- Planning is a human activity concerned primarily with people and human communities, and secondarily with "things" as they are created and applied to human goals. ("The kind of planning I want to emphasize is comprehensive planning for the whole

At the President's Reception: Mrs. Elsie Shepherd, B.C. alternate national councillor from Victoria; Mrs. Barbara Lambert, chairman of CPAC's National Capital Region Branch from Ottawa; and Mrs. Lynn Elliott, Ontario national councillor from Kingston. . . Andrew Watt, N.B. executive director from Saint John; H. W. Hignett, CMHC president from Ottawa; and Jack McCracken, Alberta division chairman from Edmonton.





"Forces at Work" panel: M. J. Bacon, professional planner; R. T. Adamson, economist; J. Simard, moderator; M. Brownstone, political scientist; and F. G. Vallee, sociologist.

man and the whole community and which has to do with the quality of life.");

• In considering the planning process, we must discover the *significant* human community. ("Do presently-existing spatial and jurisdictional units of government provide the best framework for planning by themselves or jointly?" Dr. Brownstone didn't think so, and suggested regional governments should replace them.)

• Since planning is clearly acknowledged as a function of government, it needs to maintain and enrich our political values and ideals as well as representing effective public service. ("The values I want to stress are those of responsibility and responsiveness.")

Introducing the subject of the influence of industry and commerce on our communities, CMHC Executive Director Robert T. Adamson said, "Briefly, and in what is admittedly an over-simplification but not a distortion, one could say that industry and commerce determine first where we shall all live, and then having done that, determine as well how much we shall enjoy it."

Industry and commerce have this considerable influence, not because they want it, but by default because we let them, Mr. Adamson continued. Having located us (by locating our jobs), they proceed in varying degrees to befoul the atmosphere we breath and the water we use.

Optimistically, Mr. Adamson concluded, "We are not (yet) facing a crisis in Canada, either in regard to the pattern of population distribution or in regard to air and water pollution. . . But if survival is secure, it requires an inspired and unusual people to go to troublesome lengths to make of their environment something that transcends its mere persistence."

Professional planner Max J. Bacon, pointing out that with the increasing sophistication of life there has been a growing interdependence in our society, stated: "A team of specialists has evolved to cope with the (planning) situation . . . welded harmoniously into a structure that can enable the community to function efficiently and sympathetically in a beautiful environment — if the citizens want it to!"

He urged citizens to give more than lip service to the idea of planning. "CPAC can help," he said, "by encouraging more people to participate in the planning process."

Conference chairman and co-ordinator: A. G. Moffatt, CPAC vice president from Winnipeg, and M. L. Brennan, CPAC national director in Ottawa.

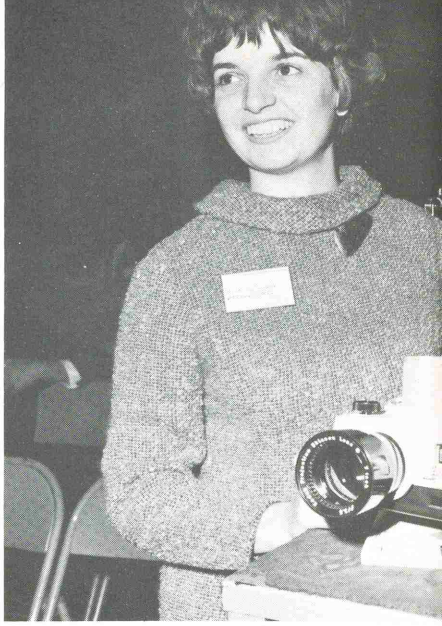
Sociologist Frank G. Vallee, speaking of the human behaviorial sciences, contended that they can be most useful to community planners when applied in a limited or "little picture" perspective to gain understanding of social relationships in districts slated for urban renewal.

"In such districts the people most seriously affected often lack the resources, social skills and, indeed, the motivation to use formal organization for local purposes," Professor Vallee explained. "It is in this perspective that we should evaluate the movement of *animation sociale*, the objectives of which are to help people understand the predicaments they are in, the alternatives open to them and to help channel their ideas and power in directions where these are likely to have some effect."

Ottawa high school teachers and students demonstrated how planning education can be successfully inserted into existing courses in home economics and urban geography. The local venture was sparked three years ago by CPAC's National Capital Region Branch. Now the Ontario department of education is introducing studies into urban problems on a province-wide scale.

With wit and intelligence, five teenagers conducted a panel discussion on one of today's gravest problems — water pollution. Participants were Anita Eberle, Pam Staniforth, Diana Beland, Jim Trask and Jim Kuntz. Major Charles Wiltshire introduced

Ottawa high school student panel on "Water Pollution": (l. to r.) Pam Staniforth, Anita Eberle, Jim Kuntz, Jim Trask and Diane Beland.



Home economics teacher Jocelyn Howey explains how planning education is taught in Ottawa high schools.

the panel, explaining that teachers do not attempt to give judgements, but lead students to recognize problems and evalute their environment. Geography teacher Joseph Nuth and home economics teacher Jocelyn Howey elaborated on the methods used, observing that Ottawa is fortunate in having excellent resources at hand to assist teachers in preparing lesson plans.

Guest speaker at the conference dinner was the Hon. Arthur Laing, federal minister of Indian Affairs and Northern Development, who stressed the fact that the job of planning for the future use of land, including parks and recreation areas, is a demanding and critical one. He observed that every year seems to produce more problems than solutions, as Canada rapidly changes from a rural to an urban society.

"Community planning must now extend beyond the old idea of the community as a neighbourhood", said Mr. Laing. "It must encompass the community of Canada, and eventually international planning will have to be undertaken to meet the needs of the community of nations."

Canadian cities of the future occupied the attention of delegates on the final morning of the conference. A three-man panel, moderated by Dr. Harold R. Baker, led the discussions.

André Saumier, assistant deputy minister in the federal department of forestry and rural development, warned that within 10 years, if their growth goes unchecked, Montreal and Toronto could have the same problems as New York, Los Angeles, London and Paris. "We need a new concept of what the city means and we

Maj.-Gen. Hugh A. Young (ret.) of Ottawa was one of three 1967 recipients of CPAC Honorary Membership Awards. The others are Morley Blankstein of Winnipeg and Col. J. E. Pinault (ret.) of Quebec City.

At the conference dinner, Hon. Irwin Haskett, Ontario minister of transport, brings greetings from the host province as CPAC national president Prof. R. Graham Murray of Halifax looks on. Federal Indian affairs and northern development minister, Hon. Arthur Laing, was guest speaker that evening.

must devise a new kind of city," he declared.

"The scope and magnitude of future urban growth, together with the requirement of society to deal with the resultant problems, is something that must be given widespread and continuing publicity if we are going to create a climate which will give the greatest opportunity for improvement and human progress," stated Toronto developer Elliot N. Yarmon. "The major problem facing us all, private developer, public official and professional planner alike, is that of educating the public at large."

Ever-larger building complexes, demanding design ingenuity to provide better accommodation and a multitude of built-in amenities, will be needed, forecast Mr. Yarmon. "Once it was considered daring to build a six-storey, 50-suite apartment house. Today we have 30-storey buildings containing a couple of hundred families. Tomorrow we may see 5,000-family units, costing $60,000,000 just to create the apartments."

Architect Roderick Clack, project officer of the Centennial Commission's national community improvement program, suggested urban man need not be fearful of becoming a modern cave-dweller in these huge complexes of the future. He pointed to Expo '67's Habitat and Montreal's Place Ville Marie as good examples of centres designed to individual human scale.

"Man in his Future Community" panel: (standing) H. R. Baker, moderator; (seated, l. to r.) A. Saumier, government administrator; R. Clack, architect; E. N. Yarmon, urban developer.

All panelists agreed that development of Canadian cities will require the highest degree of creative intelligence and that this is probably the greatest challenge facing man in his community of the future.

Dr. Gerald Carrothers, CMHC representative on CPAC's national council, in summing up the conference, remarked on the real substance of every presentation. "Throughout, a sense of the scope and role of CPAC as an active, not passive, interpreter of issues was most evident. By accepting the premise that an enlightened populace is essential to a successful democracy, we can and must deal with the challenges of our changing environment."

NOTE TO FORWARD-THINKERS WHO LIKE TO PLAN AHEAD:

CPAC'S NEXT NATIONAL PLANNING CONFERENCE

will be held at the Empress Hotel in VICTORIA, B.C.,

from October 6th to 9th, 1968.

Budget now to attend this important conference in British Columbia's Capital City on the Pacific Ocean.

Registration fee will be $20 for CPAC members, $25 for non-members, $10.00 for wives accompanying delegates.

Further details will be published in the next issue of COMMUNITY PLANNING REVIEW.

LA PROCHAINE CONFERENCE NATIONALE D'URBANISME DE L'ACU

sera tenue à l'hôtel Empress à VICTORIA, B.C.,

du 6 au 9 octobre, 1968.

Proposez-vous dès maintenant à assister à cette importante conférence dans la capitale de la Colombie Britannique sur l'océan Pacifique.

Les côtisations d'inscription seront $20 pour les membres de l'ACU, $25 pour les non-membres, $10.00 pour les épouses accompagnant les délégués.

De plus amples détails seront publiés dans la prochaine édition de la REVUE CANADIENNE D'URBANISME.

FORCES AT WORK IN OUR ENVIRONMENT

by ARTHUR J. R. SMITH, Chairman, Economic Council of Canada

THE INVITATION to participate in your Centennial Year National Planning Conference came to me at a time when we were deeply involved at the Economic Council of Canada in the preparation of our *Fourth Annual Review*. I accepted the invitation with pleasure, especially since certain parts of our work for this *Review* seemed relevant to the central theme chosen for this Conference, "Man in His Community – Today's Challenge".

No theme could have been more fitting than this one, for at no previous time in history have there been more rapid or far-reaching changes in the communities in which men live and in the challenges facing man in his dynamically changing communities. This is true the world over. But it is perhaps especially true in Canada as we enter the second century of Confederation.

Both the speed and scope of changes taking place in Canada in the 1960's are greater in many respects than those elsewhere. Our economy is growing more rapidly than most others. Our cities are growing more rapidly than those in most other countries. We have a younger population than we have had for many decades and a younger population than other industrial nations. This means, among other things, that in relation to our total population, we have one of the largest and most rapidly growing school populations. This youthfulness of our population provides very large elements of vitality in our current situation. Our internal mobility of population and labour, supplemented by relatively high immigration, is among the highest in the world. And many aspects of our economic system, our social system, our cultural interests – even the role of government and our political system – are in the process of rapid evolutionary development.

These considerations provide a stimulating basis for the subject which I was asked to speak to you about, "Forces at Work in Our Environment".

My remarks will largely be confined to economic aspects and dimensions of this subject. But it is important to emphasize at the outset that these represent only one small part of the many-faceted and many-splendoured reality of the new challenges and opportunities facing man in his community in today's world. Both the appraisal of, and the response to, these challenges and opportunities ultimately require a far-ranging interdisciplinary approach to meeting man's needs and aspirations under rapidly changing conditions of life. There are obviously biological, sociological, psychological, cultural, institutional and many other dimensions to the forces now at work bringing about swift and far-reaching changes in our environment. In this broad context, if I can use the all-too-vague (and perhaps all-too-frequently-used) expression, "the quality of life", then it is ultimately the improvement in "the quality of life" which should be our large concern.

But we have much yet to learn in this broad field, especially when man (unlike the animals) appears to have an extraordinary capacity to adapt through non-genetic processes to what might be called "environmental pollution" – intense crowding, deficient or excessive diets, high nervous tension, and monotonous, ugly, health-damaging and depressing environments. Also man, unlike the animals, has developed a rapidly growing capacity to shape his environment to his needs in many fundamental ways. This provides hope that, with growing knowledge and understanding both about himself and his environment, man can begin to come to grips more effectively with the challenge of improving the quality of life.

We are living in an era of revolutionary change, and of all of the immense adjustments now taking place in the human condition, none is more far-reaching than the massive urbanization of our society. This is the central subject with which I will be concerned in my remarks. But first it is appropriate to preface any consideration of this dynamic process with some comments about the general international and domestic economic environment in which it is taking place.

ECONOMIC ENVIRONMENT

Since the earliest days of settlement, Canada's economic development has been profoundly influenced by external economic conditions and forces. Many strands have linked the Canadian economy to the world economy – trade and investment, migration and travel, growing organizational links in business, labour, agriculture and the professions, intergovernmental consultations and Canadian membership in international institutions, international flows of knowledge and technology, and world-shrinking improvements in transportation and communications. Even though the Canadian economy has grown and matured over time, many of these strands are now stronger and more important than ever before. And the country has today, and will continue to have into the future, an economy which is strongly influenced by changes in the international economic environment.

Over the past two decades as a whole, the international environment has been remarkably favourable for Canadian economic growth and development. Great economic advantages have been derived from such factors as:

- the high and generally well sustained growth of output of our major trading partners, and an accompanying vast expansion in, and a great change in the character of, international trade (not since before the First World War have world growth and trade trends been as consistently favourable from Canada's point of view);
- access to capital and manpower – especially many types of highly skilled manpower – on a substantial scale from abroad, capital and manpower which we very much needed to facilitate strong and balanced growth in Canada;
- the maintenance of general international monetary stability, the movement towards freer trade and

convertibility of currencies, along with the development and strengthening of many different forms of institutional machinery to enhance international economic co-operation and to prevent any recurrence of the disruptive and dislocating international economic events of the war and inter-war periods;

- the explosion of knowledge and new technology throughout many parts of the world to which we sought and gained relatively good access; and
- the growth in world demand for imported food, in a situation in which Canada has maintained a strongly competitive wheat economy.

In myriads of different ways, these and other international developments have directly or indirectly touched the lives of all Canadians, and have constituted environmental conditions which have made our country today quite a different country than it otherwise would have been – materially richer, competitively stronger, politically more influential, culturally more diverse, and undoubtedly more industrialized, urbanized, and economically mature.

Of course, not all post-war international economic developments have been assuredly and consistently favourable. But from Canada's point of view, the ladders have far outnumbered the snakes. Increasingly, however, we must face up to major problems which may have a very large bearing on our future environment – the sweeping acceleration of population growth over the past century in the less developed countries and its implications for strongly rising food needs; the widening disparities in income and wealth between the less developed and more industrially advanced nations, and the new initiatives in trade, aid and economic development now urgently required; the essential need for maintaining a strong and growing international monetary system; possible major changes in international trading relationships if regional free trading arrangements become a more prominent feature of the world trading system; and the possibility of some slowing in the rates of growth of world production and trade. All of these are matters in which Canada has a very large stake.

POPULATION AND LABOUR FORCE

At the same time, powerful forces and changes have also been affecting, and will continue to affect, the domestic economic environment. At the centre of these changes have been the dramatic changes taking place in the size and structure of Canada's population and labour force – and the further dramatic changes which will continue to take place over the medium-term future. I have already mentioned some of these earlier: rapid urban population growth, the declining average age of our population, the high mobility of Canadians, and large-scale immigration.

The relative scale and scope of population and labour force changes taking place in Canada in the 1950's, 1960's and 1970's have no parallel – either in previous Canadian history or among other nations in the world today. The extraordinary dimensions of our post-war baby boom are now giving rise to a massive family formation and labour force boom in the latter half of the 1960's and through the 1970's. Also, there is the great upsurge in our school population, further augmented over the past 15 years by sharp reductions in school drop-outs and a steep rise in the proportion of those seeking to go on to post-secondary education (over the next 15 years, our universities and other post-secondary educational institutions will be growing more rapidly than any other major part of our economy).

The rapid growth in our labour force, with a swelling flow of better-educated and trained young people, will provide a very large potential for the growth of total output in our economy. Indeed, with the exception of Japan, Canada would appear to have the largest potential for total output growth of any industrial nation in the world over the next decade. In brief, the potential exists for large and sustained advances in employment and income, as well as in all basic categories of demand – business investment, housing and other social capital, personal consumption, government spending, and international trade.

This is essentially the environment in which we must visualize, assess and deal with the continuing rapid growth and development of our cities. The impact of urbanization upon the community in which we live is obviously one of the most significant developments of our time. The impact is felt, and will be increasingly felt, whether we live in the crowded cities or in the empty countryside. It affects the air we breathe, the water we drink, the space we live and work in, and the amenities which we need for health and relaxation.

Canada's historical economic development can be traced from a dependent colonial economy, based on a few resources, to a major supplier of a broad range of materials and finally to a diversified industrial and service economy of world stature. In this process, Canada has been transformed from a predominantly rural and small-town environment to a nation now dominated by a heavy concentration of its people and its economic activity in cities and metropolitan areas. This transformation can be simply illustrated.

At the time of Confederation, about 80 per cent of Canada's total population was rural. Now, over 70 per cent of all Canadians live and work in cities and towns occupying less than one-hundredth of our total area. Moreover, between now and 1980, Canada's urban population is projected to rise by an amount larger than the present combined population of Montreal and Toronto. In addition, by then, three out of five Canadians will live in 29 large city complexes of a hundred thousand and over. By 1980, over 80 per cent of the total Canadian population will be urban. The trend towards increasing concentration in larger centres is also expected to continue. The population growth in Metro Montreal and Toronto, combined, is expected to be 2.5 million in the period to 1980 so that, taken together, they may well total over seven million people. Metro Vancouver will grow substantially over one million. In other words, by 1980, one out of every three Canadians will be living in one of these three large centres.

While these figures can help to convey some of the impressive dimensions of past and prospective urban growth, they do not, of course, tell us anything about the causes, processes and effects of urban growth and change. Much remains to be learned about these matters. There is no doubt that such factors as the striking decline in the relative importance of agriculture as a source of employment and, more recently, the rapid increase in the importance of service industries are important factors. In 1867, the Canadian farmer could produce very little more than the food needed for himself and his family. Most of the population had remained close to the soil and close to the resources of nature. Today an efficient commercial farmer can produce enough to feed 30 other people. In 1926, one in three Canadian workers found employment in the service industries. In recent years, over one-half of our workers have derived their income from the service industries. Seven out of every ten new employment opportunities since 1926 have been in the service industries.

UNDERLYING FACTORS

There is little room for doubt that, in the future, the creation of incomes and wealth will depend proportionately less and less on natural physical material and more and more on human skills, on improved technology, on more sophisticated equipment, on greater use of energy and on more specialization and trade. Many of these basic trends will continue to operate as powerful forces promoting the concentration of economic activity and population in urban centres.

A further aspect of urban growth in Canada which deserves close attention is the fact that as the size of the city has grown, so also has its apparent capacity to provide rising levels of income per person and per family. These differences in rural-urban money incomes do not appear to have been offset by differences in average price levels so that the income gap is both significant and real. In general, within the present size range of Canadian cities it appears that the larger the agglomeration, the greater are the possibilities of achieving high per capita incomes. Indeed, to a very large extent, the achievement of our economic potential in our national economy is bound up with the efficient performance of our expanding urban economy.

This is not to say that the pioneering phase of Canadian natural resource development is over. There will be more great resource developments like those at Pine Point and Kitimat, Manicouagan and Churchill Falls, and Rainbow Lake and Fort McMurray. There remains the stimulus and challenge of our great northern territories which represent one of the last great frontiers in the world for exploring and developing natural resources. But the most significant current and future challenge in Canada has clearly become the development of our human resources. And our human resources will reside to an ever-increasing extent in our urban communities. Even in a country like Canada, with its vast geography and its wealth of natural resources, the city has become the frontier.

That the city will endure is not in itself a reason for rejoicing, especially in the present circumstances of rapidly intensifying urban problems. These problems are threatening to make man the servant rather than the master of his urban environment. Urbanization is developing on the basis of forces and processes which are threatening to become larger than the human scale and to make the urban individual lonely, bewildered and estranged. It is, therefore, high time to take a measure of the urban problem from the standpoint of the maxim of Pythagorus that man is the measure of all things.

URBAN PROBLEMS

The Economic Council, in its *Fourth Review*, has discussed some of the problems associated with urbanization. For the purposes of exposition, it is convenient to think of them under four headings (not necessarily in their rank of importance, and certainly not mutually exclusive): first, those related to physical environment arising particularly from increasing urban congestion; second, the very important social problems in an increasingly urbanized society; third, the problem of adequate financial resources in relation to the functions and responsibilities of municipal government; and, fourth, problems associated with the structure of government and urban administration.

The largest over-all physical impact on growth of our urban centres will be felt in the field of housing. The Economic Council has estimated that we will need to build three-quarters of a million new housing units in 1966-70, another 1.1 million units over the first half of the 1970's and from 1.3 to 1.4 million units over the second half. These needed additions to our national housing stock will be essentially confined to urban centres (98 per cent of housing construction is expected to be required in urban areas). Apart from the sheer growth in the numbers of new housing units needed, a continuing substantial shift will be taking place in the composition of new units constructed. Apartment construction will have to grow especially rapidly until at least well into the 70's. This has important implications for the nature of emerging demand for building land, transport facilities, road and street patterns, sewers and water facilities and other elements of urban "infrastructure".

A second physical factor in the growth projections of our large cities to which the Council has given a high priority is urban transportation. The problem of providing adequate urban transportation today ranks in economic importance with that of developing national transcontinental transport systems in the past. Our failure to cope with the problem of the "city in motion" affects each of us every single day. For automobile drivers, there is congestion, nervous strain, rising accident and insurance rates and the mounting cost in lost time. For public transit travellers, there is frustration associated with the rigid (and often infrequent) schedules, overcrowding, discomfort and higher fares. As members of the community at large, we suffer the noise, the confusion, and increased air pollution, and we bear the brunt of the taxes to finance the road improvements

and other facilities required by our swiftly growing automotive population. If we are to avoid strangulation of our cities in ever-increasing automotive congestion, radical and costly changes in present systems of urban transportation are a necessity.

The problem in and around metropolitan areas of increasing air and water pollution are certain to grow more serious and to require the application of substantially more resources in the future. In setting the priority to be assigned to this problem, we might heed the advice of the Committee of the National Academy of Sciences in the United States which has warned that "the problem is of the utmost urgency because many of the effects of pollution on our environment may be irreversible, or, at least, may take generations to correct even if we start right now". New technology holds out much promise of new devices and procedures which will reduce the problem. A willingess to allocate the resources required to implement the new technology should be influenced by the fact that fresh air and pure water, which in a rural society are free goods, have become economic or scarce goods in an urban society.

Finally the Council took a look at a further physical aspect of rapid urban growth – the demand for recreation and increased recreational space. There are important economic, social and psychological considerations underlying this rising demand. With more time for leisure and with higher levels of real income, one can be fairly certain that the demand for outdoor recreation will be very much enhanced.

SOCIAL FACTORS

A second set of factors relate to a broad range of social questions requiring attention in the continuing growth of our large cities. The Council, in its *Fourth Review*, was able to make only incidental reference to the many complex aspects of these factors. Many are closely related to the physical character of the big city and the adequacy of its services. Obvious among them are those of poverty and low income, of poor health and family breakdown, and of crime and delinquency. Typically, these same difficulties are closely linked with low levels of education and skill encountered among the urban poor.

In any society dedicated to the improvement in the life of its people, it is both tragic and unacceptable that there should be self-perpetuating urban ghettos of human disability and deprivation which stand out in ever-sharper contrast to the rising general urban affluence. And in any economic system aimed at achieving improved average living standards for its people, it is important to recognize that significant elements of poverty make us all poorer because human resources are being wasted and potential productivity is not being achieved.

More broadly, however, there are in our cities growing problems of divisive social segregation and stratification, of pressures upon the individual from the hurried pace of urban living, of conflicting conformity and protest in the comfortable suburbs, and of anonymity and lack of identification in the face of the immensity of the big city. In all these respects the continued rapid expansion of our large centres re-emphasizes a complex of challenges if the quality of human life is to be improved, if the fruits of economic progress are to be equitably shared, and if the human resources and human potential of an urban, industrial society are to be fully developed.

FINANCIAL RESOURCES

Third, there are the problems of providing adequate financial resources for carrying out the functions and responsibilities of municipal government. The rapid growth of population in our urban centres brings even more rapidly increasing demands for collective services and social capital. In the circumstances of the steeply rising concentration of population in our cities, especially in the larger cities, many municipalities are being caught in a "squeeze" as their own revenue sources – mainly the property tax – fail to keep up to their very rapidly growing expenditure requirements. In the large urban areas, this squeeze will tend to become tighter over the period to 1980 unless actions are taken to moderate it.

It is becoming clear that many aspects of Canadian economic growth and of policies at all levels of government, as well as private decision-making, are being increasingly affected by the financial problems of urban governments, particularly of the larger cities. This is now a nation-wide problem. The problem must be attacked on a broad front within the framework of the Canadian constitution. To this end, the Council strongly commends the suggestion of a special study on urban development which was made in the May 1967 federal Speech from the Throne.

Specifically, the Council hopes that the provincial governments, in conjunction with the federal government, would join to examine the future requirements of growing urban centres and the method of financing them – perhaps in the form of an extension of, or a counterpart to, the earlier work of the Federal-Provincial Tax Structure Committee. This examination must start with a recognition of the fact that it is necessary either to shift further municipal responsibilities and related costs to higher levels of government, or develop and support local revenue systems so that they are more closely related to both the benefits and the burdens of an increasingly complex urban society. In either case, the change can be accomplished only within a comprehensive fiscal planning framework covering all levels of government.

LOCAL GOVERNMENT

The fourth area of urban problems examined by the Economic Council concern the organizational and administrative structures required for efficient government. Given the range and magnitude of the problems and tasks facing our large urban communities, it is not surprising that discussions of these matters have come increasingly to the fore in recent years, especially when it is recalled that the populations of each of the three largest Canadian metropolitan complexes already exceed those of a number of separate provinces.

The Council calls for a more rapid modernization of local government structures, powers and administration.

The central need, according to the Council, is to build a structure of local government whose physical areas of responsibility, extent of authority and political and administrative machinery are commensurate with the range and scope of current and prospective problems. In many cases, this implies a need for much wider area boundaries to reflect the large changes which have taken place in the nature and character, as well as the size, of our urban areas, along with the complex transformation of functions and responsibilities of municipal governments.

As the collective needs of a modern urban community continue to diversify and expand, it is increasingly important to secure the best allocation of scarce public funds among many competing demands. Area-wide administration in itself is no guarantee of this. Nevertheless, in many cases it can provide a broader prospective and a more objective framework for public expenditure decisions than if the evaluation of the programme responsibility in an essentially unified area is splintered among several separate jurisdictions. In other cases, there is a need for much more effective arrangements for intermunicipal co-operation and co-ordination. In all of these matters, there is wide scope for vigorous and imaginative provincial leadership, as well as for local initiative.

One of the most powerful arguments for re-assessing the state of urban government in this country concerns the need for holding and attracting the calibre of elected representatives required to meet the new and formidable challenges which such governments are facing. The necessary condition is that urban government provide an adequate opportunity for the exercise of leadership, initiative and responsible decision-making. By the same token, it must increasingly professionalize administrative services and provide opportunities for a career public service "to exercise administrative skills, to show initiative, to obtain promotions to high positions, and to work relatively secure from political interference".

The problems of man and his community in the context of Canada in 1967 and in the foreseeable future are thus, to a growing degree, the problems of man in the urban community. Lecorbusier, in *The City of Tomorrow and Its Planning*, offers this definition (and it is a definition strangely and ironically reminiscent of our country's early history in what was then so largely a rural setting), "A city: it is the grip of men upon nature." We must accept the challenge of coming to grips with nature in the sense of helping to create an urban environment worthy of the aspirations of the human spirit.

The main focus of my remarks, as indicated at the outset, has been upon the city as the present frontier of dynamic change in Canada. In this context, the concluding paragraph in the Economic Council's *Fourth Annual Review*, stated:

> Finally, we reiterate the urgent need to up-date attitudes and approaches to over-all urban development and to strengthen commitments to resolving the complex and growing problems generated by such development. It is understandable that traditions of deeply rooted attachment to the land and natural resources that have shaped our national identity should persist strongly in our national consciousness. But without attempting to decry these values in any way, it is clear that they are hardly adequate today. In the second century of Confederation, it is essential to recognize and accept the predominantly urban character of Canadian society, and to adopt policy approaches capable of dealing with its many new, pressing and difficult challenges.

RURAL PROBLEMS

But, I feel that in any larger perspective of man in his community, and of the forces at work in our environment, it is also necessary to recognize that the counterpart to our swiftly growing cities is the shrinking dimensions of our rural population, and the decline in the relative importance of our primary industries. In this rural community, man also faces difficult and pressing problems.

Forty years ago, about four out of ten people were employed in the primary industries – agriculture, forestry, mining and fishing. Twenty years ago, this ratio was about two out of ten. Today it is only about one out of ten. During the past decade, our total rural population in this vast rural country has actually declined. Moreover, some of our smaller towns are declining in size rather than growing. We are, in a sense, now becoming an emptier country – a fact which is usually greeted with particular astonishment by people from crowded countries in Europe and elsewhere.

These developments are also posing large and difficult problems – for example, problems of adjustment, both economic and social; problems of maintaining reasonably full and increasingly productive and rewarding employment of declining numbers of people in many rural areas; problems of sustaining (indeed, of necessity, enhancing) community services (including educational and training facilities) in areas with a shrinking local tax base; and the problems of holding and attracting increasingly highly skilled and professional manpower in remote areas of natural resource development. All of these, too, like many of our urban problems, are becoming nation-wide problems rather than purely local problems. All of them face our decision-makers, both in government and in the private sectors, with new and pressing challenges.

Thus, on every side, man in his community is having to face up to the new and demanding needs of an economic and social system in the process of accelerating change. This inevitably gives rise to new tensions and strains, to new perplexities and to many frustations. But the tasks and challenges with which we must now seek to cope also provide exciting and stimulating opportunities to develop and use new knowledge, new technology, new imagination and creativity, new skills, new resources and wealth to enhance the community of today and tomorrow – to build a better environment in which all Canadians can share not only in improved material standards of life but also in a better quality of life.

Les Contraintes à l'oeuvre dans notre milieu

par ARTHUR J. R. SMITH, Président, Conseil Economique du Canada

VOTRE INVITATION à participer au Congrès Annuel d'Urbanisme en cette année du Centenaire, m'est parvenue à un moment où nous étions immergés, au Conseil Economique du Canada, dans la préparation de notre *Quatrième Rapport Annuel*. J'ai accepté avec plaisir, particulièrement parce que certaines tranches de notre travail m'ont semblé pertinentes au thème général de ce congrès: "L'Homme et son milieu de vie: Le Défi d'aujourd'hui".

Aucun thème n'aurait pu être mieux adapté car, en aucun temps à travers les âges, y-a-t-il eu de transformations plus rapides et plus conséquentes dans les milieux où les hommes vivent et dans les défis qu'ils doivent affronter dans ces mêmes milieux en mouvement. Ceci est vrai à travers le monde, mais particulièrement vrai au Canada au moment où nous débutons notre deuxième centenaire.

La rapidité et l'envergure des transformations effectuées au Canada dans les années 60 sont plus importantes à plusieurs points de vue que celles effectuées ailleurs. Notre économie, aussi bien que nos cités, progressent plus rapidement que celles de la plupart des autres pays. Notre population de jeunes est plus nombreuse qu'elle ne l'a été depuis plusieurs décades et qu'elle ne l'est dans les autres pays industrialisés. Ceci signifie, entre autres, qu'en relation à notre population totale, nous avons une population d'étudiants qui est l'une des plus importantes, et des plus rapidement croissantes au monde. Cette jeunesse de la population est à l'origine de très importants éléments de vitalité dans notre contexte actuel. La mobilité de notre population et de notre main d'œuvre, supplémentée par une immigration relativement significative, compte parmi les plus importantes au monde. Plusieurs segments de notre système économique et social, de nos intérêts culturels – du rôle-même du gouvernement et de notre système politique, – évoluent rapidement. Les considérations précitées sont les éléments dynamiques et fondamentaux du sujet qu'on m'a demandé de traiter: "Les Contraintes à l'œuvre dans notre Milieu".

Mes remarques s'en tiendront généralement aux aspects et dimensions économiques de ce sujet. Cependant, il importe de souligner dès le début que ceux-ci ne représentent qu'une petite partie de la réalité complexe inhérente aux nouveaux défis et opportunités que doit affronter l'homme dans son milieu contemporain. L'analyse en profondeur de ces défis et opportunités et la mise en œuvre des programmes qui devront suivre, nécessiteront la compétence d'équipes professionnelles polyvalentes si nous devons reconnaître et répondre aux besoins et aspirations de l'homme, face aux conditions changeantes de la vie. Il existe évidemment des dimensions biologiques, sociologiques, psychologiques, culturelles, institutionnelles et autres, aux contraintes responsables des transformations rapides et profondes de notre milieu. Dans ce contexte général, c'est l'amélioration du "mieux-être" qui doit nous préoccuper, si vous me permettez l'usage de ce terme trop vague (et peut-être trop souvent employé). Nous avons beaucoup à apprendre dans ce vaste domaine, surtout parce que l'homme (contrairement aux animaux) semble doué d'une adaptabilité extraordinaire, malgré l'absence de transformations génétiques, à ce qu'on peut surnommer la "pollution ambiante" – i.e. la surpopulation, les déficiences ou les excès diététiques, la tension nerveuse, la monotonie et la laideur de milieux déprimants et nocifs. Contrairement aux animaux, l'homme a de plus développé, à un rythme rapidement croissant et de diverses façons fondamentales, les talents nécessaires pour façonner son milieu de vie en fonction de ses besoins. Ce fait nous laisse espérer qu'avec le progrès de ses connaissances autant de lui-même que de son milieu, l'homme peut commencer à s'attaquer au défi que lui présente l'amélioration de son "mieux-être".

Nous vivons dans une ère de transformations révolutionnaires et parmi tous les ajustements qui s'effectuent dans la condition humaine, aucun n'est plus significatif que *l'urbanisation massive* de notre société. Ce phénomène est le thème principal de mes remarques.

Il est approprié, en premier lieu, de mentionner les éléments de ce phénomène dynamique et de commenter brièvement les circonstances économiques générales, tant internationales que domestiques, dans lequel il se cadre.

CONJONCTURE ÉCONOMIQUE

Depuis les débuts de la colonisation, le développement économique du Canada a été profondément influencé par les conditions économiques et les contraintes d'origine externe. Plusieurs éléments ont lié l'économie canadienne à l'économie mondiale – e.g. le commerce et l'investissement, l'immigration et le tourisme, la coopération de plus en plus prononcée entre les entreprises commerciales, la main d'œuvre, l'agriculture et les professions, les consultations intergouvernementales, la participation canadienne aux institutions internationales, l'échange international des connaissances et de la technologie et les progrès dans le transport et les communications qui rendent le monde plus petit; même si l'économie canadienne a mûri avec le temps, plusieurs de ces liens sont maintenant plus forts et plus significatifs que jamais. Notre pays est doté d'une économie qui est présentement et continuera dans l'avenir d'être largement influencée par les transformations effectuées dans les milieux économiques internationaux.

Au cours des deux dernières décades, la conjoncture internationale a remarquablement favorisé le développement et la croissance économique du Canada. Des avantages économiques majeurs ont trouvé leur origine à partir d'éléments tels que:

- La croissance rapide et généralement soutenue de la production chez nos partenaires commerciaux importants, accompagnée d'une vaste expansion et d'une importante transformation dans la nature du commerce international.

- L'accès au capital et à la main d'œuvre d'outre-mer sur une grande échelle, – particulièrement dans plusieurs catégories de travailleurs hautement spécialisés – capital et main d'œuvre nécessaire à une croissance vigoureuse et équilibrée.
- Le maintien général de la stabilité monétaire internationale, le mouvement vers un commerce plus libre et la convertibilité des devises monétaires, en même temps que le développement et le renforcement de plusieurs mécanismes institutionnels pour rehausser la coopération économique internationale et prévenir tout renouvellement des événements économiques internationaux responsables de la dislocation et du démembrement durant les périodes de guerre et d'entre-guerre.
- L'explosion des connaissances et de la technologie dans plusieurs parties du monde où nous avons obtenu un accès relativement important; et
- La croissance de la demande mondiale pour les denrées alimentaires importées, dans un contexte où le Canada a maintenu un marché très compétitif du blé.

Ces développements internationaux ont touché directement ou indirectement la vie de tous les Canadiens et sont à l'origine des conditions ambiantes responsables de la situation actuelle dans notre pays – i.e. matériellement plus riche, compétitivement plus fort, politiquement plus influent, plus diversement culturé et indubitablement plus industrialisé, urbanisé et économiquement mûr.

Evidemment, le développement économique d'après-guerre n'a pas toujours été positivement et uniformément favorable. Mais au point de vue du Canada, les hausses ont surpassé de beaucoup les baisses. De plus en plus, cependant, nous devons envisager certains problèmes majeurs qui pourront avoir une très grande influence sur notre futur entourage – i.e. l'accroissement général de la population (qui s'est fait sentir depuis un siècle dans les pays moins développés) qui sera à l'origine d'une plus forte demande pour les denrées; l'augmentation de la disparité des revenus et de la richesse entre les nations moins développées et celles plus industrialisées; les nouvelles initiatives commerciales; l'aide et le développement économique présentement requis; la nécessité essentielle du maintien d'un système monétaire international fort et progressif; la possibilité de transformations majeures dans les relations commerciales internationales si les ententes régionales pour le commerce libre deviennent une particularité plus importante dans le système commercial mondial; et la possibilité d'un ralentissement dans les taux d'accroissement de la production et du commerce mondial. Le Canada a un investissement très important dans chacun de ces secteurs d'intérêt.

POPULATION ET MAIN D'OEUVRE

Simultanément, de puissantes transformations et contraintes ont influencé et continueront d'influencer le climat économique domestique. Au cœur de ces transformations se situent les changements dramatiques dans l'importance et la structure de la population et de la main d'œuvre au Canada – et les transformations dramatiques qui se manifesteront dans un avenir à moyen terme. J'ai déjà mentionné quelques-unes de celles-ci – e.g. l'accroissement rapide de la population urbaine, la baisse dans l'âge moyen de notre population, la mobilité prononcée des Canadiens et l'immigration sur grande échelle.

L'échelle et l'importance relative des changements de population et de main d'œuvre qui ont pris et prendront place au Canada durant les années 50, 60 et 70, n'ont aucun parallèle – ni dans l'histoire passée du Canada, ni chez les autres nations du monde d'aujourd'hui. Les dimensions extraordinaires du taux de natalité depuis la guerre sont à l'origine de la formation massive de foyers et de l'augmentation rapide de la main d'œuvre durant la dernière moitié de la présente décennie et durant toute la prochaine. De plus, nous avons une augmentation rapide de notre population étudiante, accentuée par une réduction prononcée, depuis les dernières quinze années, dans le nombre de jeunes qui laissent les études, et une hausse appréciable du nombre de ceux qui ambitionnent une éducation post-secondaire. (Durant les quinze prochaines années nos universités et autres institutions post-secondaires s'accroîtront plus rapidement que tout autre segment de notre économie.)

La croissance rapide de notre main d'œuvre, renforcée par un nombre accru de jeunes gens mieux éduqués et entraînés, nous fournira un très grand potentiel utilisable à l'augmentation de la production totale de notre économie. En effet, à l'exception du Japon, le Canada semble avoir le plus gros potentiel d'accroissement de production totale parmi toutes les nations industrialisées, au cours de la prochaine décennie. En résumé, le potentiel existe pour une augmentation prononcée et soutenue dans l'emploi et le revenu, aussi bien que dans tous les secteurs fondamentaux de la demande – e.g. les investissements commerciaux, l'habitation et autre capital social, la consommation personnelle, les dépenses gouvernementales et le commerce international.

Ceci est essentiellement le climat dans lequel nous devrons évaluer le développement et la croissance rapide de nos villes. L'urbanisation de nos milieux de vie est évidemment un des développements les plus significatifs de notre temps. Nous en subissons les conséquences – et les subirons de plus en plus – que nous vivions dans des villes surpeuplées ou dans des campagnes plus vides. Elle affecte l'air que nous respirons, l'eau que nous buvons, l'espace dans lequel nous vivons et travaillons et les commodités nécessaires à notre santé et notre détente.

L'historique du développement économique du Canada peut être retracé depuis une économie coloniale dépendante, fondée sur quelques ressources, jusqu'à l'exportation sur grande échelle d'un éventail varié de matières premières et, finalement, vers une économie industrielle et administrative diversifiée et d'importance mondiale. Par ce procédé, le Canada s'est donc transformé depuis un ensemble de milieux ruraux et de petites villes en une nation dominée par une forte concentration de

population et d'activité économique dans des cités et des régions métropolitaines. Cette transformation peut être illustrée facilement. Au moment de la confédération, environ 80% de la population totale du Canada était rurale. Aujourd'hui, plus de 70% de tous les Canadiens vivent et travaillent dans des cités et des villes qui occupent moins d'un centième de notre superficie totale. De plus, l'on prévoit d'ici 1980 un accroissement plus important de la population urbaine du Canada que la population combinée de Montréal et Toronto. Trois Canadiens sur cinq vivront alors dans 29 grands complexes urbains de 100,000 habitants ou plus. Dès 1980, plus de 80% de la population totale canadienne sera urbaine, et cette tendance vers la concentration devrait continuer à se manifester. L'on envisage une augmentation de 2.5 millions d'habitants pour Montréal et Toronto d'ici 1980, ce qui porterait leur recensement combiné à plus de 7 millions. La région métropolitaine de Vancouver s'accroîtra substantiellement pour atteindre le million. En d'autres termes, un Canadien sur trois vivra dans un de ces trois grands centres en 1980.

ÉLÉMENTS DE TRANSFORMATION

Même si ces chiffres nous aident à comprendre les dimensions impressionnantes de la croissance urbaine d'hier et de demain, ils ne peuvent évidemment pas définir pour nous les causes, la marche et les conséquences de cette croissance et de cette transformation urbaine. Nous avons beaucoup à apprendre à ce sujet. Il n'existe aucun doute que certains éléments tels la baisse étonnante dans l'importance relative de l'agriculture en tant que source d'emploi et, plus récemment, l'augmentation rapide dans l'envergure des services administratifs, sont d'importants éléments. En 1867, le fermier canadien pouvait produire à peine plus de victuailles qu'il n'en avait besoin pour lui-même et sa famille. Une proportion majeure de la population demeurait sur les fermes ou à proximité des ressources naturelles. Aujourd'hui, un agriculteur commercial efficace peut produire suffisamment pour nourrir 30 autres personnes. En 1926, un travailleur sur trois trouvait de l'emploi dans les services administratifs. Depuis récemment, plus de la moitié de notre main d'œuvre travaille dans ces mêmes services. Sept sur chaque dix nouvelles opportunités d'emploi depuis 1926 se sont présentées dans les services administratifs.

On ne peut douter que dans l'avenir, la création des revenus et de la richesse dépendra proportionnellement de moins en moins sur les matériaux naturels et de plus en plus sur l'habilité de l'homme, sur la technologie, l'équipement plus complexe, l'usage sans cesse plus généralisé de l'énergie, sur la spécialisation plus poussée et sur le développement du commerce. Plusieurs de ces tendances fondamentales continueront de se manifester et elles représentent les puissantes contraintes responsables de la concentration de la population et de l'activité économique vers les centres urbains.

Un autre aspect de la croissance urbaine au Canada qui mérite notre attention est le fait que la superficie de la cité a augmenté, de même que sa capacité apparente d'engendrer de plus hauts niveaux de revenus par personne et par famille. Ce rapport entre les revenus monétaires de la campagne et de la ville ne semble pas avoir été dérangé par les changements dans les coûts moyens de sorte que la différence de revenu est à la fois significative et réelle. En général, à l'intérieur de l'échelle présente de la superficie des cités canadiennes, il semble que plus l'agglomération est importante, plus les possibilités existent pour y atteindre un haut revenu par personne. En effet, la réalisation du potentiel de notre économie nationale est liée dans une grande mesure, au succès de notre économie urbaine en voie d'expansion.

Ceci ne veut pas dire que l'étape pionnière du développement de nos ressources naturelles est terminée. Il y aura d'autres grands développements de ressources comme ceux de Pine Point et de Kitimat, Manicouagan et les Chutes Churchill, le Lac Rainbow et le Fort McMurray. Il reste le stimulus et le défi de nos grands territoires nordiques qui représentent une des dernières grandes régions frontalières dans le monde pour l'exploration et le développement des ressources naturelles. Mais le défi courant et futur le plus significatif au Canada est clairement devenu le développement de nos ressources humaines. Et nos ressources humaines habiteront de plus en plus nos communautés urbaines. Même dans un pays comme le Canada, avec sa vaste superficie et sa richesse en ressources naturelles, la cité est devenue la véritable région frontalière.

PROBLÈMES URBAINS

Que la cité durera n'est pas en soi une raison pour se réjouir, surtout dans les circonstances actuelles, témoin l'intensification rapide de nos problèmes urbains. Ces problèmes menacent de rendre l'homme le serviteur plutôt que le maître de son milieu urbain. L'urbanisation se développe sur la base de contraintes et événements qui menacent de devenir plus grands que l'échelle humaine et de rendre l'individu isolé, désorienté et aliéné. Il est donc grand temps d'examiner le problème urbain du point de vue de la maxime de Pythagore qui veut l'homme la mesure de toutes choses.

Le Conseil Economique, dans son Quatrième Rapport, a discuté quelques-uns des problèmes associés à l'urbanisation. Pour fins d'explication, il est pratique de les aborder sous quatre titres (pas nécessairement dans leur ordre d'importance et définitivement pas mutuellement exclusifs): premièrement, ceux reliés à l'entourage physique et provenant particulièrement de la congestion urbaine grandissante; deuxièmement, les problèmes sociaux très importants propres à une société toujours plus urbanisée; troisièmement, le problème des ressources financières proportionnées aux fonctions et responsabilités du gouvernement municipal; et quatrièmement, les problèmes associés aux structures gouvernementales et à l'administration urbaine.

L'aspect le plus important et le plus généralisé de la croissance de nos centres urbains se fera sentir dans le domaine de l'habitation. Le Conseil Economique a estimé que nous aurons besoin de ¾ de million de nouvelles unités d'habitation dans la période 1966-70, un autre 1.1 million d'unités durant la première moitié

de la décennie 70 et entre 1.3 et 1.4 million durant la seconde moitié. Les additions nécessaires à notre inventaire d'habitations seront essentiellement limitées aux centres urbains (98% de la construction domiciliaire sera requise dans les secteurs urbains). En dehors de la simple croissance numérique des unités d'habitation, un déplacement substantiel et continu prendra place dans la composition des unités construites. La construction d'appartements devra augmenter rapidement au moins pour une bonne partie de la decennie 70. Ceci a d'importantes répercussions sur la nature de la présente demande pour les lots à bâtir, les services de transport, les réseaux de routes et de rues, les services d'aqueduc et d'égoûts et les autres éléments de l'infrastructure urbaine.

Un deuxième élément physique dans la projection de la croissance de nos grandes villes auquel le Conseil a donné une haute priorité, est le transport urbain. Le problème de fournir un transport urbain approprié est de pair en importance à ce qu'a été le problème de développer les systèmes transcontinentaux dans le passé. Notre inhabilité à vaincre le problème de la "ville en mouvement" affecte chacun de nous chaque jour. Pour les conducteurs d'automobile, il y a la congestion, la tension nerveuse, l'accroissement des taux d'assurances et d'accidents et le coût à la hausse du temps perdu. Pour les usagers des transports publics, il y a la frustration associée aux cédules rigides (et souvent infréquentes), l'encombrement, le manque de confort et les tarifs plus élevés. En tant que membres d'une société, nous souffrons du bruit, de la confusion, de la pollution croissante de l'air et nous supportons le fardeau des taxes pour améliorer les routes et les autres services nécessaires à notre population rapidement croissante d'automobiles. Si nous devons éviter l'étranglement de nos cités dans cette congestion automotrice toujours grandissante, des changements radicaux et dispendieux dans nos systèmes de transport urbain sont une nécessité.

Le problème de la pollution de l'air et de l'eau dans nos régions métropolitaines, deviendra plus sérieux et nécessitera l'application de ressources plus substantielles dans l'avenir. En établissant la priorité qui devra être donnée à ce problème, nous devrions suivre les recommandations du Comité de l'Académie Nationale des Sciences aux Etats-Unis qui a déclaré que "le problème est de la plus grande importance parce que plusieurs des effets de la pollution de notre milieu peuvent devenir irréversibles ou du moins peuvent nécessiter les efforts de plusieurs générations pour les corriger même si nous débutons dès maintenant". La nouvelle technologie nous promet de nouveaux équipements et procédures qui réduiront le problème. Notre volonté d'assigner les ressources nécessaires à la mise en marche de cette nouvelle technologie devrait être influencée par le fait que l'air frais et l'eau pure qui dans une société rurale sont des commodités gratuites, sont devenues dans une société urbaine, des commodités dispendieuses ou rares.

Finalement le Conseil a examiné un autre aspect de l'explosion urbaine – la demande de récréation et d'espace pour les terrains de jeux. Il existe d'importantes considérations économiques, sociales et psychologiques à l'origine de cette demande croissante. La disponibilité de plus de temps de loisirs et de plus de revenus réels, laisse croire que la demande d'espace pour la récréation en plein air augmentera sensiblement.

ÉLÉMENTS SOCIAUX

Un deuxième jeu d'éléments est relié au large éventail de questions sociales qui demandent notre attention face à la croissance continue de nos grandes villes. Le Conseil, dans son quatrième rapport, n'a pu faire qu'une mention incidente des nombreux et complexes aspects de ces éléments. Plusieurs sont intimement reliés aux particularités physiques de la grande ville et de la suffisance de ses services. Evidents parmi ceux-là sont la pauvreté et le revenu faible, la mauvaise santé, la rupture des foyers, le crime et la délinquence. Typiquement, ces mêmes difficultés sont étroitement liées au bas niveau d'éducation et d'habilité, rencontré chez le citoyen urbain pauvre.

Dans toute société dédiée à l'amélioration de la vie de ses constituants, l'existence de ghettos urbains est à la fois tragique et inacceptable car ils font contraste à l'affluence urbaine généralement à la hausse. Et dans tout système économique qui a pour but se réussir à améliorer le standard de vie moyen de ses citoyens, il est important de reconnaître que les éléments significatifs de la pauvreté nous rendent tous plus pauvres parce que certaines ressources humaines sont gaspillées et le potentiel de productivité n'est pas atteint. Plus généralement, cependant, il existe dans nos cités des problèmes grandissants de stratification et de ségrégation sociale, de pressions sur l'individu à cause de l'allure rapide du train de la vie urbaine, de conflits entre la conformité et les protestations dans les banlieues confortables et de l'anonymat et du manque d'identification face à l'immensité de la grande ville. Dans tous ces aspects, l'expansion rapide et continuelle de nos grands centres met de nouveau en lumière toute une gamme de défis auxquels nous devons faire face si la qualité de la vie humaine doit être améliorée, si les fruits du progrès économique doivent être équitablement partagés et si les ressources et le potentiel humain d'une société urbaine et industrielle doivent être complètement exploités.

RESSOURCES FINANCIÈRES

Troisièmement, il y a les problèmes reliés à l'investissement de ressources financières suffisantes pour permettre au gouvernement municipal de remplir ses fonctions et responsabilités. La croissance rapide de la population dans nos centres urbains engendre une explosion de la demande pour les services collectifs et le capital social. Dans ces circonstances et particulièrement dans nos grandes villes, plusieurs municipalités se font prendre dans un "étau" parce que leurs propres sources de revenu – principalement la taxe foncière – ne peuvent garder le pas avec leurs besoins. Dans les grandes régions urbaines, cet étau aura tendance à se resserrer d'ici 1980 si des mesures correctives ne sont pas mises sur pied.

Il devient évident que plusieurs aspects de la croissance économique du Canada et des politiques à tous les niveaux de gouvernement, aussi bien que les décisions dans le secteur privé, sont de plus en plus affectées par les problèmes financiers des gouvernements municipaux, particulièrement dans les plus grandes villes. C'est là actuellement un problème national. Le problème doit être attaqué sur un vaste front à l'intérieur des structures de la Constitution Canadienne. A cette fin, le Conseil endosse fortement la suggestion énoncée dans le Discours du Trône en mai '67, pour une étude spéciale sur le développement urbain. Spécifiquement, le Conseil espère que les gouvernements provinciaux, de concert avec le gouvernement fédéral, s'uniront pour examiner les besoins futurs des centres urbains en croissance et pour étudier les moyens de financer les solutions. Cette consultation pourrait être le prolongement ou la contrepartie des travaux déjà effectués par le Comité Fédéral-Provincial qui a étudié la fiscalité. Cet examen doit débuter en reconnaissance du fait qu'il est nécessaire de transposer certaines responsabilités et dépenses relatives du niveau municipal à un niveau plus élevé de gouvernement ou du moins, de développer et supporter des systèmes locaux de revenus afin de relier plus intimement les bénéfices aux fardeaux que supporte une société urbaine de plus en plus complexe. Dans tous les cas, le changement ne peut être effectué que dans les cadres d'une planification fiscale compréhensive à tous les niveaux de gouvernement.

GOUVERNEMENT LOCAL

Le quatrième secteur de problèmes urbains examinés par le Conseil Economique se rapporte aux structures administratives et opérationnelles nécessaires à un gouvernement efficace. Dans l'optique de l'immensité des problèmes et des tâches qui affrontent nos grandes sociétés urbaines, il n'est pas surprenant que la discussion de ces sujets devient de plus en plus généralisée depuis quelques années, spécialement lorsqu'on se souvient que la population de chacun des trois plus grands complexes métropolitains au Canada excède celle d'un certain nombre de provinces séparées. Le Conseil recommande une modernisation plus rapide des structures, pouvoirs et mécanismes des gouvernements locaux.

Le besoin primordial, selon le Conseil, est de bâtir une structure de gouvernement local dont les secteurs physiques de responsabilité, l'étendue de l'autorité et dont les mécanismes politiques et administratifs seront proportionnés à l'étendue et à la nature des problèmes courants et à venir. Dans plusieurs cas, ceci implique la nécessité de frontières régionales beaucoup plus étendues afin de réfléter les changements majeurs qui se sont opérés dans la nature et le caractère de nos régions urbaines, en même temps que la transformation complexe des fonctions et responsabilités des gouvernements municipaux. Au fur et à mesure que les besoins collectifs d'un milieu urbain moderne continuent d'augmenter et de se diversifier, il devient de plus en plus important d'établir un ordre de priorité pour la dépense des fonds publics. L'administration régionale n'est pas en elle-même une garantie de succès. Toutefois, dans plusieurs cas, elle peut fournir une structure plus objective et plus à la hauteur des décisions concernant les dépenses publiques que si l'évaluation de la responsabilité des programmes dans une région essentiellement unifiée, est laissée à la discrétion de plusieurs secteurs juridiques séparés. Dans d'autres cas, un besoin existe pour des mécanismes beaucoup plus efficaces de coopération et de coordination intermunicipale.

Dans tous ces cas, il existe un vaste champs d'action pour une direction provinciale imaginative et vigoureuse autant que pour l'initiative locale.

Un des arguments qui militent en faveur de l'examen de la condition du gouvernement urbain dans notre pays, touche la nécessité de retenir et d'attirer un calibre de représentants élus, capables d'attaquer les nouveaux et formidables défis auxquels ces gouvernements font face. Le gouvernement urbain doit fournir un climat propice à l'exercice de la direction, de l'initiative et de la prise de décisions responsables. On doit aussi professionnaliser de plus en plus les services administratifs et fournir des opportunités de carrière dans le service civil "afin d'exercer le talent administratif, de démontrer de l'initiative, d'accéder à de très importantes positions et de travailler dans un climat relativement exempt d'interférence politique".

Les problèmes de l'homme dans son milieu dans le contexte du Canada 67 et pour l'avenir prévisible, sont de plus en plus les problèmes de l'homme dans son milieu *urbain*. Le Corbusier dans son ouvrage intitulé "La Ville de demain et sa planification" offre cette définition (et elle est étrangement et ironiquement reminiscente de l'histoire ancienne de notre pays en ce qui était alors un milieu essentiellement rural): "Une ville: c'est l'homme aux prises avec la nature". Ceux ici présents aujourd'hui doivent accepter le défi et en venir aux prises avec la nature dans le but d'aider à créer un entourage urbain à la hauteur des aspirations de l'esprit humain.

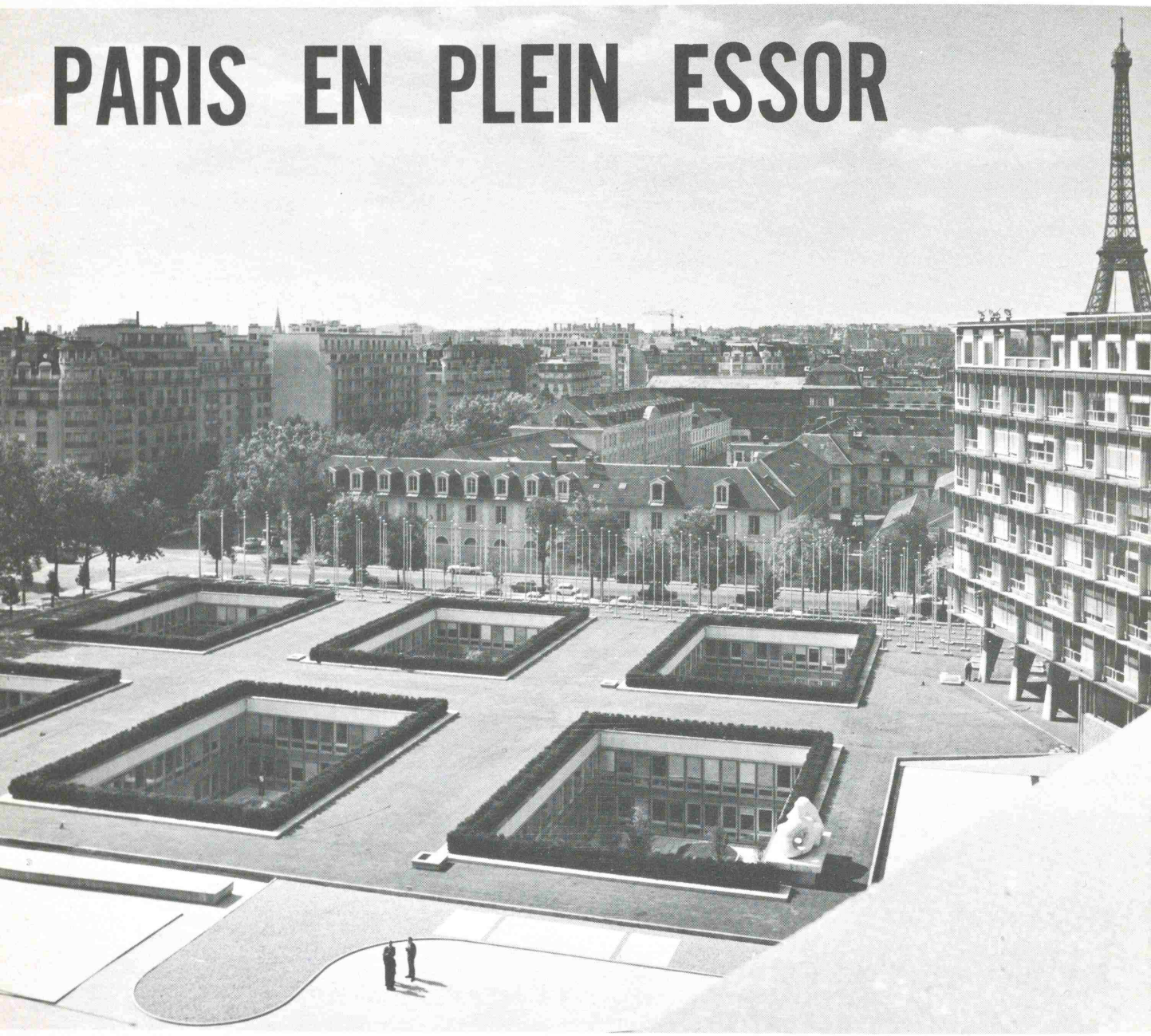
L'élément essentiel de mes remarques, tel qu'indiqué au début, a été la cité comme base actuelle des transformations dynamiques au Canada. Dans ce contexte, le paragraphe final du Quatrième Rapport Annuel du Conseil Economique se lit comme suit:

> Finalement, nous réitérons le besoin urgent de renouveler nos manières de penser et notre façon d'aborder l'ensemble du développement urbain et de raffermir les engagements nécessaires à la solution des problèmes complexes engendrés par ce développement. Il est compréhensible que subsiste dans notre conscience nationale un attachement traditionnel à la terre et aux ressources naturelles qui ont façonné notre identité nationale. Mais sans essayer de dénigrer ces valeurs en aucune façon, il est clair qu'elles ne sont plus suffisantes aujourd'hui. Dans ce 2è centenaire de la Confédération, il est essentiel de reconnaître et d'accepter le caractère urbain prédominant de la société canadienne, et d'adopter des avenues politiques capables de mater les multiples, nouveaux, urgents et difficiles défis.

conclu à la page 28

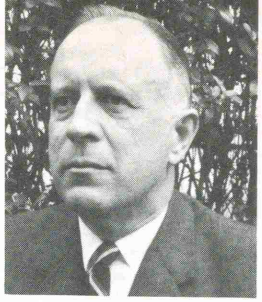
In France, as in Canada, the present rate of population growth, urbanization and industrialization represents a trickle compared with what is about to come. The difference is that there, leadership, talents and resources have been mobilized to meet the challenge. The master plan for the Paris Region, adopted in 1965, is proof . . .

PARIS EN PLEIN ESSOR



Strict architectural control is exercised in Paris. This fourth addition to UNESCO House, completed in 1966, did not take the high-rise form originally intended but was built below ground level. Architect: Bernard Zehrfuss; artistic director for patio decoration, Roberto Burle Marx. (UNESCO Photo by Domonique Roger)

The author acknowledges with thanks the assistance he received in preparing this article from the Institut d'Aménagement et d'Urbanisme de la Région Parisienne staff at the Pavillon de France, Expo 67.



Mr. Smith is an administrator, architect and former planner, with an affinity for France. He has long been interested in physical environment and the problems of urbanology, and has written many articles on these subjects.

By J. F. C. SMITH

"It is needless to dwell on the differences between London and Paris, except to remind the public that the superiority of the latter is as great in matters of utility, which do not immediately strike the eye, as in the beauties of arrangement and architecture. The French capital, which is being rebuilt in a style of unexampled convenience, and with as much taste as is consistent with such rapid transformation, is also better paved, better lighted, better supplied with water, better cleansed than the much richer city of the most practical nation in the world."

So reported THE TIMES one hundred years ago.

Paris is still ahead. Not only of London, but of Washington, Ottawa and every other existing world capital. The city of light, in its preparations to meet the needs and aspirations of tomorrow, bears the same relationship to its international rivals as Mount Everest does to the foothills of the Rockies.

There is nothing airy-fairy about the way in which the French are going about achieving an improved physical environment. It is part of a gigantic national effort to create a better life for all citizens. The proposals adopted are imaginative, yet quite capable of realization. There is a practical, hard-nose quality about them.

UNIQUE FEATURE

The master plan for the Paris Region (le Schéma Directeur d'Aménagement et d'Urbanisme de la Région de Paris), is a sensitive and intelligent document founded on lofty purpose and economic fact. But that is not what makes it so different from plans for other cities. No, the difference is that *it* stands a solid chance of being realized.

In Canada, a master plan is presented to the public like a fish on a plate, beautifully prepared, but without any knife or fork with which to eat it. In France, on the other hand, the past 20 years have been spent in perfecting the mechanisms – political, administrative and financial – by which fantasy can be transformed into fact. We have no such infrastructure, so we do not really have effective planning.

The Paris plan must be considered in relation to the philosophical context of what the French call "aménagement du territoire" (loosely translated as "environment planning"), and what is proposed for the rest of the country.

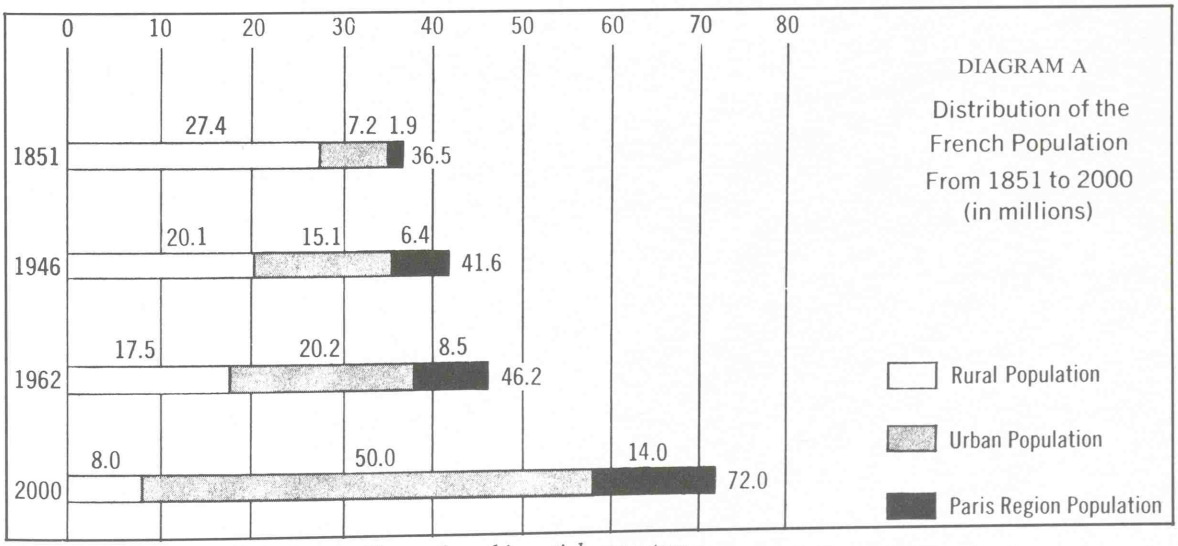
"Aménagement du territoire" is in effect a program to guide a nation's growth in space, just as economic planning guides it in time.

What it aimed at is – with due respect for democratic processes – a complete reorganization of France. This involves the correction of existing social and economic imbalances – the distribution of industry, agriculture, and services so as to make maximum use of land, people, and resources, in the interests of every citizen.

In addition, there is a desire to develop a more harmonious society in both city and country. In the past there has been marked disparity in the conditions prevailing between the two. Nowhere was this more evident than in the case of Paris and its suburbs.

NOTHING NEW

The excessive development of the Paris region (see Diagram A) is the dominant fact in the urbanization



All diagrams illustrating this article courtesy Ambassade de France Service de Presse et d'Information, New York

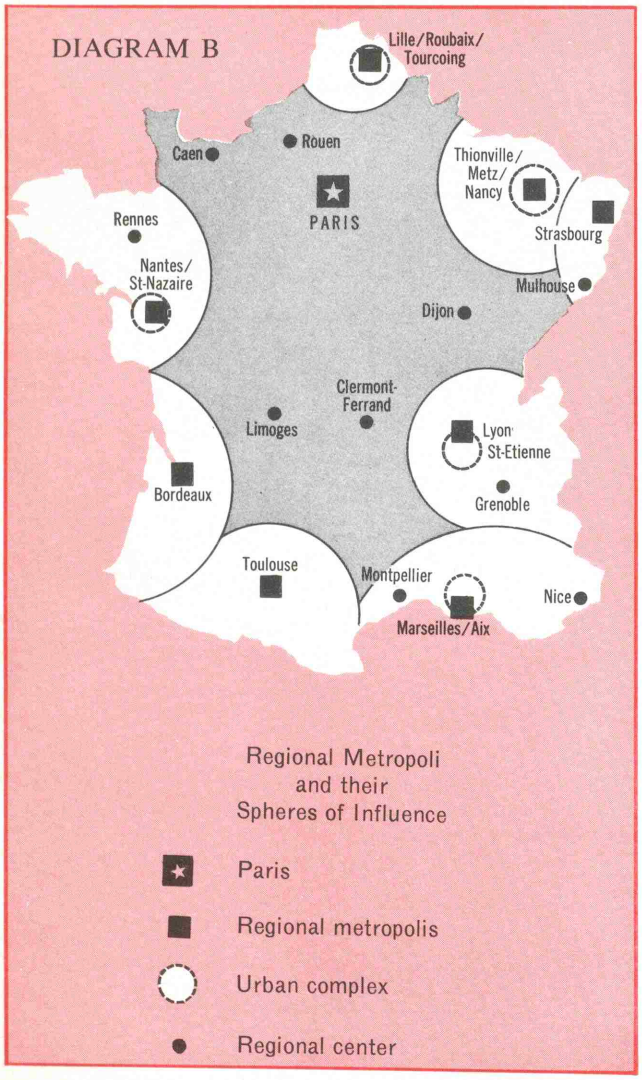
of France. But the movement from rural areas to the cities and towns is nothing new. Between 1954 and 1962, their population increased 13.8%, while that of the country as a whole rose only 8.1%.

Cities like Rennes and Lyons are now growing faster than the Paris complex, and Grenoble is growing twice as fast, but Paris is so big – and got such a head-start! Imagine – a conurbation occupying 2.3% of the nation's available space, and having 19% of its population, a total equal to that of the 33 next largest cities combined!

In evolving a solution to this problem, there has been no thought of creating competition between Paris and the provinces. Instead, their relationship is considered to be complementary.

Paris will remain not only the political capital, but the heart of France's intellectual, cultural, and business activities as well. At the same time, every effort will be made to encourage the orderly growth of provincial centres that have an organic role to play, economically and socially, in achieving well balanced national development.

Eight large urban complexes (Diagram B) have been chosen with the intention of counterbalancing the expansion of the Paris region. They are being equipped to exercise their own regional spheres of influence, free from complete dependency on the capital. They enjoy priority claims on "high level" facilities for advanced education, culture, research, health care, administration and communications.



Regional centres throughout the country are also being equipped to expedite development and bridge the gap between urban and rural facilities and opportunities. Adoption of a policy of structured urbanization means the end of isolation for rural communities.

REGION THE KEY

While "aménagement du territoire" embraces France as an entity, it is apparent that just as there are disparities between regions, so there are differences within the regions themselves. Since the correction of *all* imbalances is sought, the planning program must be implemented on a regional level as well as a national one.

For this reason, France has been divided into 22 regions, each consisting of a number of departments. One of these is the Paris region, but its administration is different from the others.

Until 1964, the Paris region consisted of three departments, but now there are eight (Diagram C). The department of Seine-et-Marne was left unchanged but the Seine department was divided into the city of Paris, Seine-Saint-Denis, Val-de-Marne, and Hauts-de-Seine. The former Seine-et-Oise department became Val d'Oise, Yvelines, and Essonnes.

These eight departments are under the jurisdiction of a new agency – the District of the Region of Paris. The area administered is 10 times that of the present Paris complex, and embraces a total of 1,315 communes (the smallest unit of local government in France), of which more than 1,000 are rural. While the District has very broad powers, its chief functions are to coordinate and expedite implementation of the master plan.

Actually, the subsidies for development projects made available by the District are relatively small. Its budget in 1965 amounted to only $ U.S. 34,000,000, derived from taxes determined by Parliament, whereas total investments in the region reached nearly $ U.S. 610,000,000.

ORGANIZATIONAL STRUCTURE

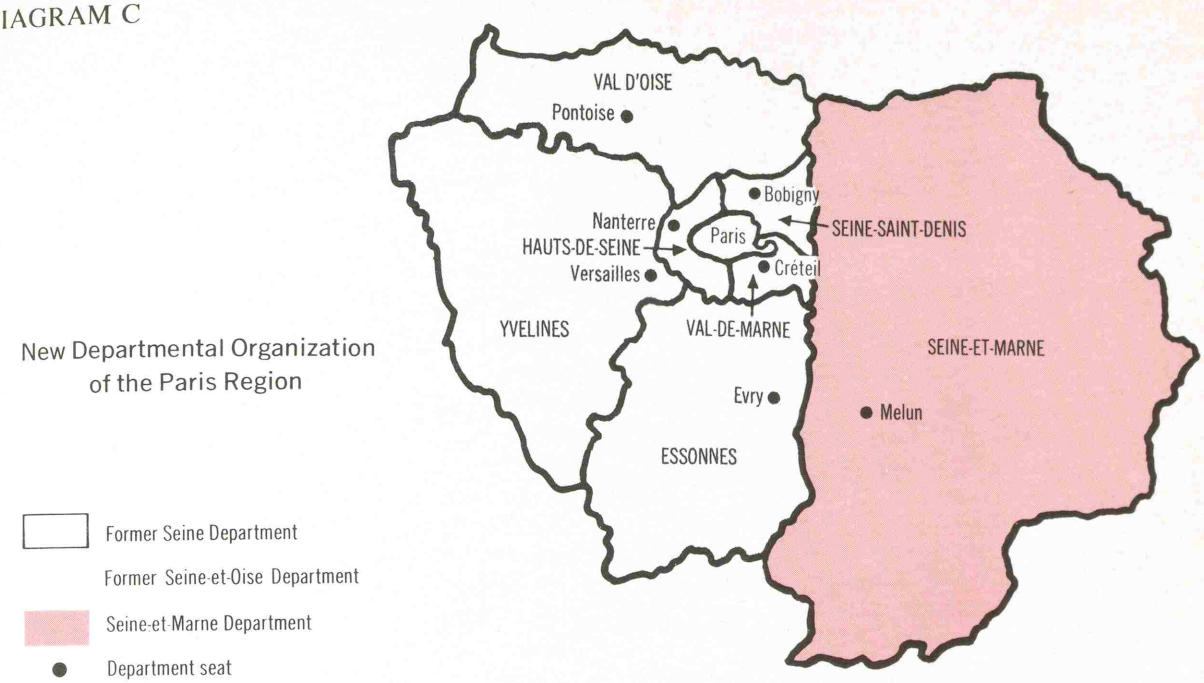
The District consists of three main bodies:

The Board of Directors: 28 locally elected representatives who also compose the membership of the Board's three commissions: Plans, Programs, and Projects; Administration, and Finances.

The General Delegation: 100 members representing the principal Ministries and external groups such as the Town and Country Planning Institute and the Land Development Agency of the Region of Paris.

The head of the Delegation and its chief executive officer is the General Delegate. An ap-

DIAGRAM C



New Departmental Organization of the Paris Region

pointee of the government, he advises it on all matters relative to the planning and servicing of the District. Ultimately his powers are to be transferred to a regional prefect, so administration of the Paris Region will be on the same basis as that of other regions. (The regional prefect is usually the prefect of the principal department in the region).

The Consultative Economic and Social Council: an advisory body on which labor groups, business firms, economic organizations, and professional and technical workers are represented.

These three bodies work together. There is unanimous agreement on the necessity for keeping planning both flexible and democratic. In effect, elected officials, civil servants and economic and social representatives are associated, through the mechanisms provided by the District organization, in a common effort to achieve the benefits of the master plan for the people of the Paris complex and its outlying areas. This, in turn, is to the advantage of France as a whole.

The fact that there is an implementing structure of this sort is what distinguishes French planning from ours.

POPULATION UP 66%

The master plan for the Paris region is not rigid and inflexible. Rather it is a blueprint that presents some general guidelines up to the year 2000.

By that time, the population of the area is expected to have increased from its present 8,500,000 to 14,000,000 inhabitants. By then, Parisians will have five times as much money as they now have to spend on food, services, and recreation. They will own 5,000,000 automobiles and will require parking space for them, as well as a fourfold increase in public transport facilities.

Jobs in industry will have to be found for 30% more people, and the various public services will need twice as many workers as they have at present.

The area required for industry will double, that for offices triple, and that required by housing quadruple.

In accepting the challenge of the future, Paris has no intention of perpetuating the evils of compactness and overcrowding so obvious in the past. These bring with them tremendous traffic and social problems. Past surveys showed that, unless something drastic was done, the surface area of the streets would soon be less than that of the cars using them. Further, that more than 800,000 people were living in substandard housing.

Neither will Paris stand for further erosion of its green spaces, nor for the continued chaotic growth of dormitory suburbs (villes-dortoires), with their cultural impoverishment, lack of schools and hospitals, and desperate commuting problems. At present, 4,000,000 man-hours are lost each working day in going back and forth to Paris.

THREE PRINCIPLES

The solution presented by the master plan incorporates the following proposals:

1. Creation of new urban hubs, in underdeveloped areas or out of renovated or extended suburbs. These will act as future poles of attraction.
2. Elimination of previous urban zoning boundaries to provide more land for building. Areas for expansion will be chosen that will facilitate improvement in public transport facilities, and at

the same time, bring inhabitants closer to their place of employment and to the countryside.

3. Organization of the Paris urban complex as a complete unit, making the present core and its future extensions interdependent and complementary.

In brief, the plan presents a detailed map of the Paris region which plots the main directions for future open spaces and built-up areas, and designates the major locations for housing, and economic and social activities. Superimposed on it are the major road, rail, and airline networks. An accompanying text outlines how basic urban components such as transport, business and recreational facilities will take shape as needs increase for higher living standards and a growing population.

Room is provided for the exercise of various options, if required by unforeseen conditions.

RADICAL PROPOSAL

The most revolutionary measure proposed by the plan is the altering of the present monocentric form (la centralisation napoléonienne) of the Paris region to accommodate future growth along two tangential axes, (le double axe principle), one north and one south of the Seine (Diagram D). These axes were determined after detailed study of the trends now occurring in spontaneous development. It was found that for the most part expansion was to the west, in the direction of Normandy – more particularly towards the important ports of Rouen and Le Havre on the north side of the Seine, and towards Caen.

The urban hubs will consist of eight new cities located along the two tangential axes, with due regard for the physical characteristics and economic potential of the areas they are to serve. No single-purpose housing developments they, but full-blown cities having from 300,000 to 1,000,000 inhabitants, each equipped to function as self-contained communities, with their own facilities for work, culture, recreation, administration and business.

It is felt that operations on this colossal scale are essential if the new cities are to attract sources of employment, be good places in which to live and work, and command the loyalty of their residents.

Three of the new cities are to be located on the northern axis. One will be in the area of Bry-sur-Marne and Noisy-le-Grand, which will have colleges, business centers and a new television and film production centre; the second near Beauchamp, and the third around Cergy-Pontoise.

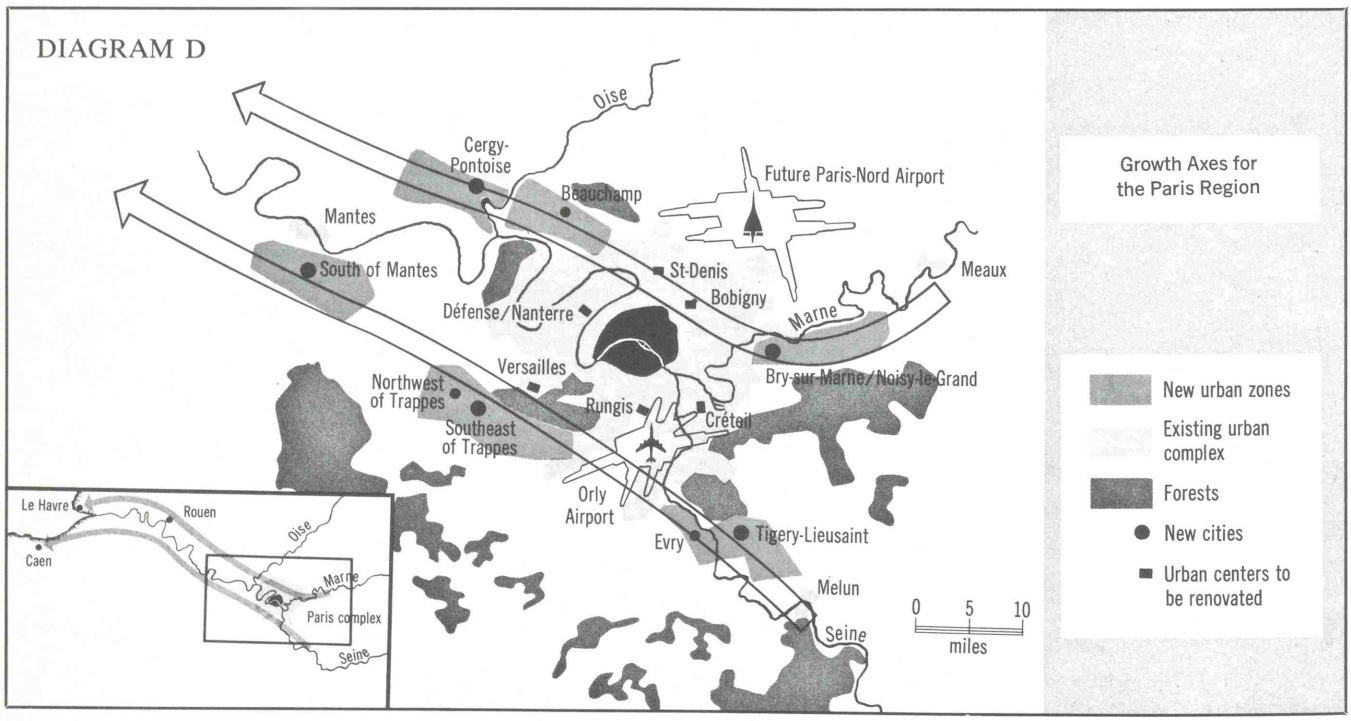
Five of them will be along the southern axis – one in the neighborhood of Tigery-Lieusant, one near Ivry, two southeast and northwest of Trappes with advanced schools and facilities for scientific and technical training, and the last south of Mantes.

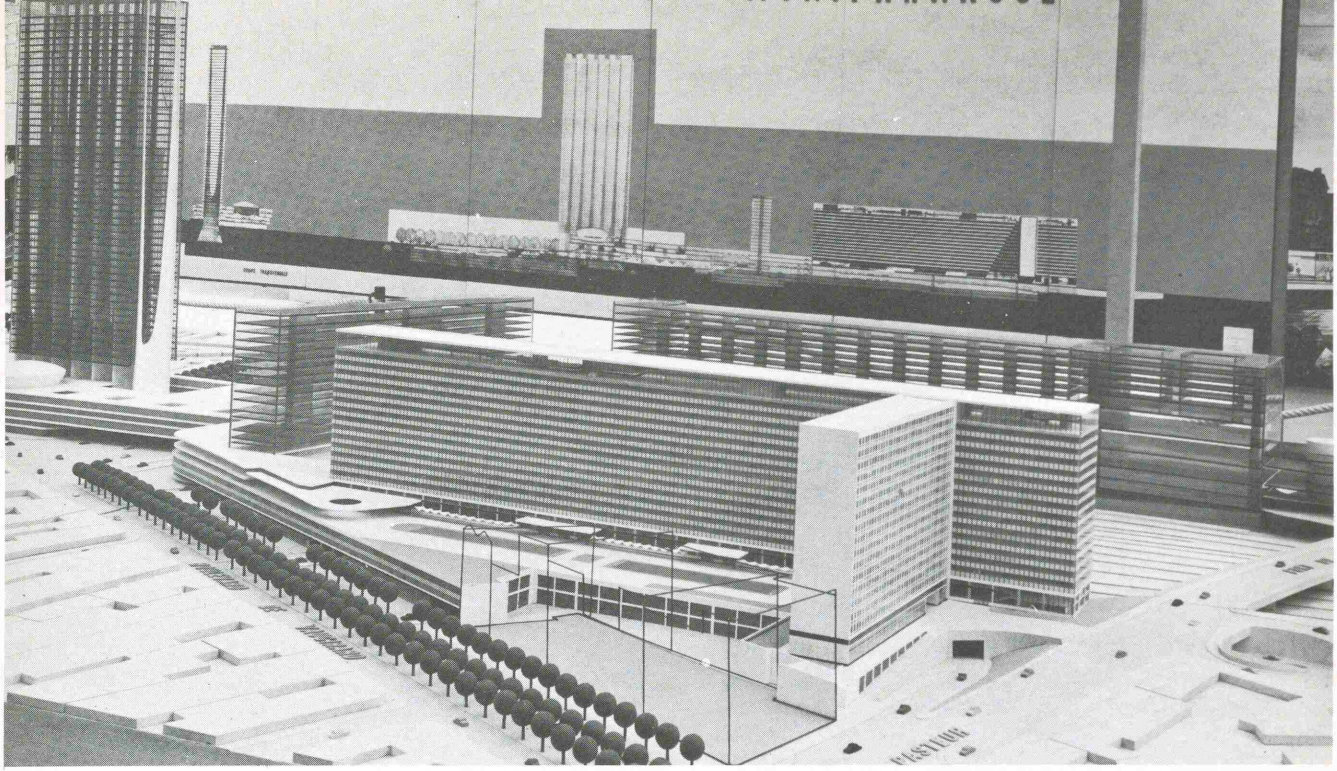
In addition to these new hubs, the master plan calls for renovating six suburban centres in the ring now encircling Paris. These are in the areas of Défense-Naterre, St-Denis, Bobigny, Crétail, Versailles and Choisy-le-Roi-Rungis.

The master plan has built-in safeguards to protect fields and wooded spaces. Significant measures are also provided to discourage speculation in land, and to set up zones of development in orderly sequence.

UNCHANGED ROLE

The part that Paris plays as the political, historical and intellectual capital of France will be unchanged. The number of jobs now offered there may diminish slightly to match the supply of housing available. Most future employment opportunities will be found in the new cities and urban centres. It is expected that by the





Model of part of large redevelopment project above and around Montparnasse railway station. High-rise at left will be 650 ft., two-thirds the height of Eiffel Tower. (Photo by Ministère Construction)

year 2000 there will be 4,000,000 workers in the Paris region, about equally divided between industrial and service activities.

The entire area of the urbanized zone will be 848 square miles, or about twice the size of the present Paris urban complex. A system of rapid communications will knit the entire area together (see photo). There will be 540 miles of expressways (voies principales), with vast parking spaces at commuter transfer points. A 156 mile long regional railway network (réseau ferré express régional) will be built to meet the needs of the outer suburbs, now unserved by the Métro, and to cross the centre of Paris, which present suburban lines do not do.

At the same time that a program of balanced activities and facilities are being created on the outskirts, attention is given to the revitalization and renewal of Paris' central core.

Projects worthy of comment are those of the great integrated complex of the Rond-Point de la Défense, comprising 222 acres, and the equally impressive but smaller Maine-Montparnasse redevelopment operation. In the same category is the Seine Waterfront Project. It will replace a district of narrow streets and ugly factories with apartment towers and low commercial buildings over a two-level separation of vehicular and pedestrian traffic. Other urban renewal proposals have been made for the Marais and Maubert quarters and the area around les Halles.

Individual building projects are too numerous to mention. Everywhere in old Paris (la ville intra-muros) there is noise, confusion, disrupted traffic. Construction is booming – bulldozers and tower cranes ply their busy trade everywhere. Yet, while the equipment is different, the spirit is the same as it was 100 years ago, when Baron Haussmann planned and rebuilt the city in its present form.

Le Bourget Interchange on the Paris-Nord Throughway is part of a 10-year infrastructure program aimed at providing a physical basis for the urban needs of this rapidly-expanding region by the year 2000. (Ambassade de France Service de Presse et d'Information, New York)

It is almost beyond belief that in a period of unexcelled prosperity we Canadians find ourselves unable to construct a house which more than half the population can afford, or even to provide accommodation for our low-income families.
Basic improvements in public policy, which can produce a beneficial environment for all our citizens, are needed to solve . . .

Problems of URBAN RENEWAL and HOUSING

By W. R. KELLOUGH, A.S.A., S.R.A., and WALLACE BEATON, B.Com., C.A.
W. R. Kellough & Associates, Land Economists and Real Estate Consultants.

ONE OF THE principal problems which exists in Urban Renewal is the apparent misunderstanding regarding the concept. There has been a marked tendency to confuse the need for Urban Renewal with the current chronic shortage of houses and with the inflated prices of residential land and housing. These elements are neither compatible nor complimentary.

The primary object of an Urban Renewal program is to improve residential areas and prevent blight. In order to accomplish this objective it is desirable to lower the density, unless all Urban Renewal replacement units were to be high-rise apartment accommodation. The latter would seem to be incompatible with the intent of replacing overcrowded, deteriorated buildings with single-family row housing accommodation, necessary for low-income large families.

In virtually all the current Urban Renewal schemes the units replaced are less than the units demolished.

It should be clearly understood that the severe shortage of housing for families and individuals of low or moderate incomes, which has created an effective demand for substandard housing, does not modify the basic tenants of Urban Renewal: it merely confuses the issue.

The concept of Urban Renewal is that existing blighted low-cost accommodation should be replaced with a reduced density. This is not the answer to the housing crisis but it should be pointed out that it was never so intended. Urban Renewal is a viable concept, a necessary concept to prevent the decay of cities and it should not, under any circumstances, be delayed because of the general problems of supply and demand for houses and money.

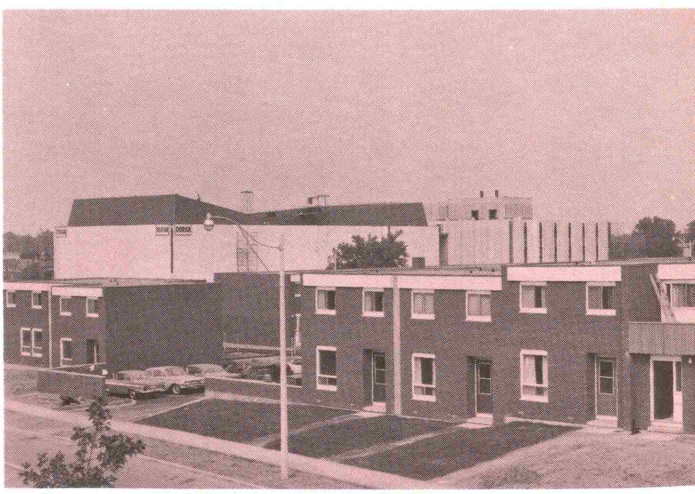
TWO-FOLD PROBLEM

There are two principal problems which have currently delayed and which constantly plague Urban Renewal. The first is that of relocation, and the second is the hiatus which exists between the date of expropriation and the date of vacation of the premises.

Relocation is a problem basically because it is customary to destroy the old residences before the new ones are built in their place. There are essentially two aspects of this problem in any Urban Renewal area, the tenant-occupant and the owner-occupant.

While the program of the Ontario Housing Corporation (OHC) would superficially seem to be designed to deal with the problem of the tenant-occupant, there

In Ottawa, these buildings were demolished in the Preston St. area and replaced by subsidized low rental row housing and, in the background, the new High School of Commerce. (CMHC Photos)



appears to be insufficient direct co-operation as yet. It would seem obvious that in the planning of a potential renewal area, no steps to demolish property should be taken until the OHC has acquired, by purchase or construction, sufficient accommodation to transfer the tenant-occupants of the proposed scheme.

While much is currently being done by relocation officers, welfare agencies, the OHC and others, it should be established as a fundamental principle that accommodation must be prepared and made available for the tenant-occupants of a renewal area before attempt is made to demolish the existing structures.

The problem of owner-occupants is in a different category. Having been displaced as home owners, they probably have little interest in acquiring rental accommodation and with the present shortage of low-cost housing they have little possibility of replacing their current accommodation at the price allowed them for their existing property.

The second problem which these persons must face is the hiatus between the dates of expropriation and vacation of premises. By law, it is the date of expropriation upon which the value of expropriated property is assessed. Frequently but not always, there is a considerable delay between the date of expropriation and the date the premises are required for public purposes. On the rising market, there can be a fairly substantial difference between the value assessed for the property expropriated and the price which must now be paid for a suitable replacement.

At present the law provides that 50% of the compensation offered must be paid to the owner within a reasonable period of time, on the presumption that he will then have funds with which to find a replacement. This is often not sufficient since the encumbrances on these properties can be substantially in excess of 50% of value; the advance paid to the owner is eaten up by the necessity of paying them off.

On a strong market, larger cash equities are required to purchase comparatively-priced properties, while the property being expropriated may have been acquired in a different buyer climate with a modest equity.

The fact that an owner receives in total what his property was worth at the date of expropriation and in cash whatever equity he had achieved, does not ameliorate the problem that the total he gets will not replace the same unit on a different market and the equity he receives does not provide the power to purchase under changed economic conditions.

SUGGESTED SOLUTIONS

It is suggested that an owner whose home is taken should be entitled to own a comparable facility, and that if this requires a subsidy the principle of subsidization has already been established. It merely becomes a question of the basis on which the subsidy should be applied. Essentially, there is no difference between subsidization of rentals over a number of years and subsidization of capital cost since capital cost is nothing but the present value of the future use. Legislative devices to prevent profiteering from a situation such as this are feasible.

An alternative answer to this problem is that the current payment by the expropriating body to the owner of the property should be increased from 50% to 90% of its appraised value and the property should be valued, not upon the basis of its intrinsic worth at a given date, but upon the basis of the cost of comparable accommodation at the date the payment is made.

Another pressing problem upon which we have touched lightly is that of extremely large financial encumbrances against the properties being expropriated. In slum property while there is only one value there are numerous prices, the extremes of which are the amount of cash for which a property can be acquired by a speculator and the total price including encumbrances which must be paid by a person of limited means.

In Halifax, residents of housing like this in the Jacob St. area had first chance to move into new accommodation which replaced it in the Uniacke Square federal-provincial urban renewal program. (CMHC Photos)

Often the difference between these two extremes is considerable, there being instances where the total encumbrances against the property exceed the actual value. In circumstances such as this the first mortgage is paid in full, the second mortgages may receive only a partial return, and the owner gets nothing.

The solution to this problem, fortunately, is relatively simple and involves giving to an arbitrating tribunal the power of apportioning the compensation between the respective parties. There is no reason why the appraisers involved, in addition to valuing the property, cannot also value the true economic worth of the existing encumbrances and there is certainly no inequality in such an apportionment since the encumbrances would have been discounted for the risk involved in the first instance, and the act of expropriation immediately removes all risk to the mortgagees.

Martin Millspaugh, in an article entitled 'Problems and Opportunities of Relocation' in the publication *Law and Contemporary Problems* (1961) assumes that "when several of our urban renewal programs were observed by a British sociologist-planner, the valuative statement was made: In the United States urban renewal was viewed as being primarily for the benefit of the redeveloper and his tenants, whereas British renewal tries to aid mainly the present residents of the slum area". This is a thought worth pondering in Canada, too.

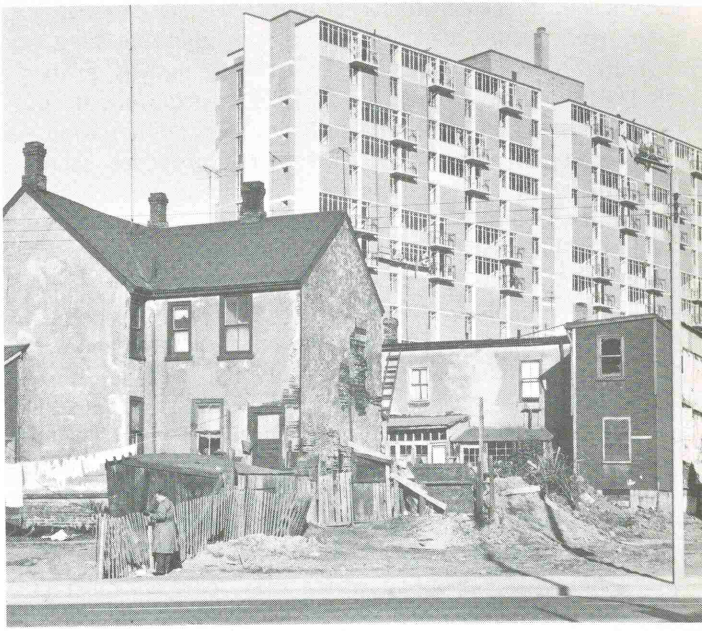
THE HOUSING SHORTAGE

The shortage of low-cost housing, while it affects the implementation of Urban Renewal, should not be allowed to confuse the issue since it arises as a result of totally different circumstances, as indicated in our report on the 1966 Metro Toronto housing market:

"As a result of the implementation of official plans in most metropolitan municipalities, there has been an increasing trend towards the control of the direction of growth which, coupled with practical and topographical considerations for the installation of services, has reduced the land available for development purposes. Where once a developer could jump beyond the band of high-priced land and create a subdivision lacking in such essential services as sanitary sewers, the implementation of regulations prohibiting septic tanks has created the situation that it is the most expensive land available which must be developed. This, coupled with municipal insistence upon ever-increasing service installations being provided by the developer, has created a situation whereby the traditional ratio of land value to total unit cost of one-fifth or 20% is now meaningless, and the current ratio is now one-third and in some instances almost one-half the cost of the total unit".*

Faced with a need for low-priced new homes, the obvious answer would be an increase in density which can be accomplished with the ownership of row housing. This solution, while it mitigates the increase in land and servicing costs, still carries with it some burdensome economic problems for the municipality.

* "The Housing Market Outlook", W. R. Kellough, A.S.A., S.R.A., COMMUNITY PLANNING REVIEW – Vol. 16, No. 2, Spring 1966.



Slum housing gave way to high-rise apartments in Regent Park South — one of the first large residential urban renewal projects in downtown Toronto. (CMHC Photo)

Municipal costs are still a problem, notwithstanding the adoption on January 1st, 1967, of a single uniform mill rate for school purposes throughout Metro Toronto, and the Boroughs continue to struggle with the cost of providing municipal services.

LOW-COST HOUSES

The simple fact that low-cost housing cannot be built on a commercial market seems to have escaped everyone's notice. Such housing is created either by the declining prices of used houses in the medium-price range, or by subsidization. This latter fact is demonstrated by the activities of the OHC who have exceeded their declared objective of acquiring 4,500 family units in a three-year period and now own 5,055 units which, regardless of the price paid for them, are now available at rentals that place them in the low-priced housing accommodation range.

It was suggested in a statement made in June of 1966 that public expropriation and private redevelopment had removed 3,000 housing units in the Metro region in 1965 and would remove 5,000 in 1966.

The validity of these figures has not been cross-checked but, assuming them to be correct, it should be kept in mind that most highway and municipal expropriation and private demolition for high-rise apartments does not involve low-cost housing. Of the 5,000 units purportedly demolished in 1966, less than 2/5th's would have been for Urban Renewal and thus would involve the loss of low-priced housing accommodation.

The figures quoted indicate a loss of housing of 8,000 in three years, 2/5th's of which would be 3,200 units, while the OHC has in fact provided 5,055 low-priced housing units, of which 4,130 were apartment suites.

The total requirement in the Metro region for low-cost housing year by year cannot be planned arbitrarily,

The first federal-provincial urban renewal program in Montreal resulted in this residential area in the Jeanne-Mance district. (CMHC Photo)

although in some countries such as Sweden this has been attempted with catastrophic results. The demand for low-cost housing is the result of the interplay of market forces, with wage levels, population structure (age and size of families), changes in technology, migration, employment levels and purchaser preferences being the most pertinent.

The provision of low-cost housing in an attempt to cover the total requirements for a region such as Metropolitan Toronto would require massive and continuing financial support and the end result would be an unanticipated over-provision.

It is the high price of new housing, which is maintaining and even increasing the values of medium and modest priced housing, so that housing is not following the normal economic process of percolating downwards in price and becoming available as low-cost accommodation, that is creating by and large the existing problem.

It is demonstrable that very minor changes in either demand or supply can create very great changes in the price of housing. It follows, therefore, that the construction of sufficient medium-priced housing (to a point that supply will slightly exceed demand) in this category will return the economic process to normal and the percolation downwards in price on this class of house into a low-priced category would then resume.

Unfortunately, remedial action has been too long delayed and, faced with a 25% increase in housing costs in the past two years, it will in our opinion take, by the normal processes, five years of comparative price stability in the housing market before the percolation process becomes fully effective again.

It follows then that the subsidized construction of low-priced accommodation must be the temporary answer for the interim period, but it should be clearly appreciated that an attempt to provide units of low-cost housing without the encouragement that will be necessary to provide the simultaneous construction of medium-priced residential accommodation on the commercial market, is automatically doomed to failure and will provide a growing subsidy pattern which will become self-perpetuating.

If this program can be followed and housing prices stabilize themselves on the commercial market, the construction and acquisition of subsidized housing should be planned to taper off over the same five-year period of comparative price stability.

STRUCTURE OF INCREASED COSTS

In addition to changes in interest rates and price levels, four major elements can be identified which contribute substantially to increased housing costs in Metropolitan Toronto.

The first element is naturally the increased price of raw land, occasioned by the fact that Metro is growing but its boundaries are not. While this is a principal cause, a simple change in boundaries is not sufficient.

When Metro was created in 1954, plans were made and acted on to provide for essential services in the entire area. No plans have as yet been made to designate the future areas which will be provided with essential services. Meanwhile, the supply of serviceable land dwindles each year. It is essential to alleviate this situation that advance long-range plans be made for the extension of necessary services into new areas.

Our recent study, dealing with municipal changes on the Metro fringe*, indicated the areas where this could be accomplished most economically.

The second element is the increased servicing requirements of the municipalities. While comprehensive municipal services are certainly desirable it seems a contradiction that they are so comprehensive that they inhibit the development of low-cost housing.

The third element is the permitted density of residential development, rarely exceeding five lots to an acre, which dictates the current unreasonable lot servicing costs. A major increase in density to 20 or 30 units per acre would substantially reduce this item.

The fourth element is that the high cost of building sites necessitates a comparably high cost house.

MUNICIPAL FINANCING

The final three elements are all largely supported by current methods of municipal finance. Municipalities are competing with each other for commercial and industrial assessment, since these subsidize items on the municipal budget. To the extent that they are not successful in achieving something like the traditional 60/40 ratio, they employ these three devices to raise the average assessment per housing unit.

Since the principle has now been recognized that, whereas for school purposes taxes should be levied on the basis of value, budgets should be developed on the basis of need, it seems inescapable that this principle

* "Beyond the Boroughs: The Exurban Round of Municipal Changes", Wallace Beaton, B.Com., C.A. January, 1967.

should be extended to cover the remaining items on the municipal budget.

Once this has been accomplished the major obstacle will have been removed and it will be possible to regulate the planning of low-cost housing, on the basis of housing needs rather than on the basis of assessment needs.

The same principle has been adopted on a province-wide basis in New Brunswick. The Byrne Report on Municipal Finance* set out clearly the reasons why that entire province, with a population of 600,000, should have a single uniform municipal tax so that "the present municipal taxes on real property fall with equal weight on all persons throughout the Province". There are a number of other benefits implicit in such a system, and its implementation this year should be closely followed.

RESIDENTIAL DENSITY AND SERVICING COSTS

The present municipal procedure of requiring minimum 6,000 square foot building lots for developing areas has become a financial device to increase assessment. While this may be desirable for many areas it should not be applied in all circumstances.

Densities of 18 and 20 units per acre have already been accepted for row housing and a little ingenuity could easily increase this to 30 per acre.

In Metropolitan Toronto row house developments have been largely conceived as rental accommodation except for high priced town houses in the central core.

Special consideration should be given to the development of low cost row housing for home ownership.

The standard of services and incidental requirements have been progressively increased for all classes of residential property, so that municipalities demand that low-price houses be developed in subdivisions whose services and amenities are equal to the standards of the most expensive areas. The costs of such refinements are compounded in the price of the house.

While a reduction in the services for subdivisions cannot be recommended per se, there is no reason why some services cannot be postponed.

Not so long ago, low-priced homes in Ontario were built on streets having the practical minimum of services and building lots were accordingly lower in price. After several years the residents, having absorbed initial costs and being better established, considered they could afford additional services.

Such services as were deemed desirable or expedient were then installed under the Local Improvement Act and payment was made outright or over a period of years according to the wishes of the owner. There are still many subdivisions in the Metro area that are being progressively upgraded under the provisions of this act, so that there is no valid reason why we should not revert to this practice for new low-priced house developments.

It is an axiom that planning is for people, which we are in danger of forgetting. It is better to have people in modest homes in neighbourhoods limited to the most essential services than to deprive them of opportunities for home ownership by a rigid adherence to maximum standards.

* "Report of Royal Commission on Finance and Municipal Taxation in New Brunswick" (1963).

suite de la page 17

Cependant, je crois que dans toute étude importante de l'homme dans son milieu et des contraintes qui façonnent notre entourage, il est aussi nécessaire de reconnaître que la contrepartie à la croissance rapide de nos cités, est la diminution de notre population rurale et la baisse dans l'importance relative de nos industries primaires. Dans ce milieu rural, l'homme fait aussi face à des problèmes urgents et difficiles.

Il y a 40 ans, environ 4 personnes sur 10 étaient employées dans les industries primaires – i.e. l'agriculture, la sylviculture, les mines et les pêcheries. Il y a 20 ans cette proportion était d'environ 2 sur 10. Aujourd'hui elle est d'environ 1 sur 10. Durant la dernière décennie, notre population rurale totale a, de fait, diminué. De plus, certaines de nos petites villes sont à la baisse plutôt qu'à la hausse. Nous devenons dans un sens, un pays plus vide – un fait qui étonne les habitants des pays surpeuplés d'Europe et d'ailleurs.

Ces développements sont aussi à l'origine de problèmes importants et difficiles – par exemple, des problèmes d'ajustements, tant économiques que sociaux; problèmes de contrôle du chômage en créant des emplois de plus en plus productifs et rénumérateurs pour le nombre décroissant de citoyens dans plusieurs régions rurales; problèmes de maintien (sans doute, par nécessité) des services communautaires (y compris les services d'éducation et d'entraînement) dans les régions qui ont une taxe foncière décroissante; et les problèmes de retenir et d'attirer une main d'œuvre de plus en plus habile et professionnelle dans les régions éloignées du développement des ressources naturelles. Tous ces problèmes, de plus, tout comme nos problèmes urbains, deviennent des problèmes strictement locaux. Tous doivent être envisagés par nos administrateurs, tant du gouvernement que dans les secteurs privés, et ils représentent de nouveaux et urgents défis.

Donc, de tous côtés, l'homme dans son milieu doit faire face aux nouveaux défis d'un système économique et social en voie de transformation. Ceci occasionne inévitablement de nouvelles tensions et contraintes, de nouveaux embarras et de nouvelles frustrations. Mais les tâches et les défis auxquels nous devons nous attaquer, nous fournissent aussi l'opportunité excitante et stimulante de développer et d'utiliser de nouvelles connaissances et technologies, de la créativité et de l'imagination, de nouvelles habilités, ressources et richesses en vue d'améliorer notre milieu d'aujourd'hui et de demain – i.e. pour bâtir un meilleur entourage dans lequel tous les Canadiens pourront se partager non seulement des standards de vie matérielle améliorés mais aussi un mieux-être général de plus grande qualité.

NEWS, VIEWS, AND NOTICES

PROGRAM PRAISED

More than 100 representatives from Canadian provincial and municipal levels of government attended the Community Improvement Program's Action '67 Seminar, sponsored by the federal Centennial Commission in Ottawa, Oct. 19-20. They reported varying degrees of success in their own communities during Centennial Year, but were unanimous in expressing the hope that the program would continue as a national undertaking in the years ahead.

"This year has witnessed the development of a vital new force for the improvement of Canada's total living environment – a force which is already leaving its imprint on many of our municipalities and holds promise for national achievement surpassing even that of Expo," said Ian Maclennan, CMHC vice-president, at the seminar's concluding luncheon. "Those associated with this program have prompted thinking and conscience into acknowledging human aspirations to dignity. Citizen participation has been a dominant feature. I would hope that the initiative and momentum established by the Community Improvement Program during the past two years will continue and will find support at all levels of government."

INDUSTRIAL LANDSCAPING CAN BE BEAUTIFUL

In North Vancouver, B.C., work is underway this winter on a unique industrial landscaping project. When completed in five years, the seven gardens of Canadian Park and Tilford Distilleries Ltd. should vie with Victoria's famed Butchart's Gardens as a tourist attraction and will provide horticultural education and enjoyment for the whole community.

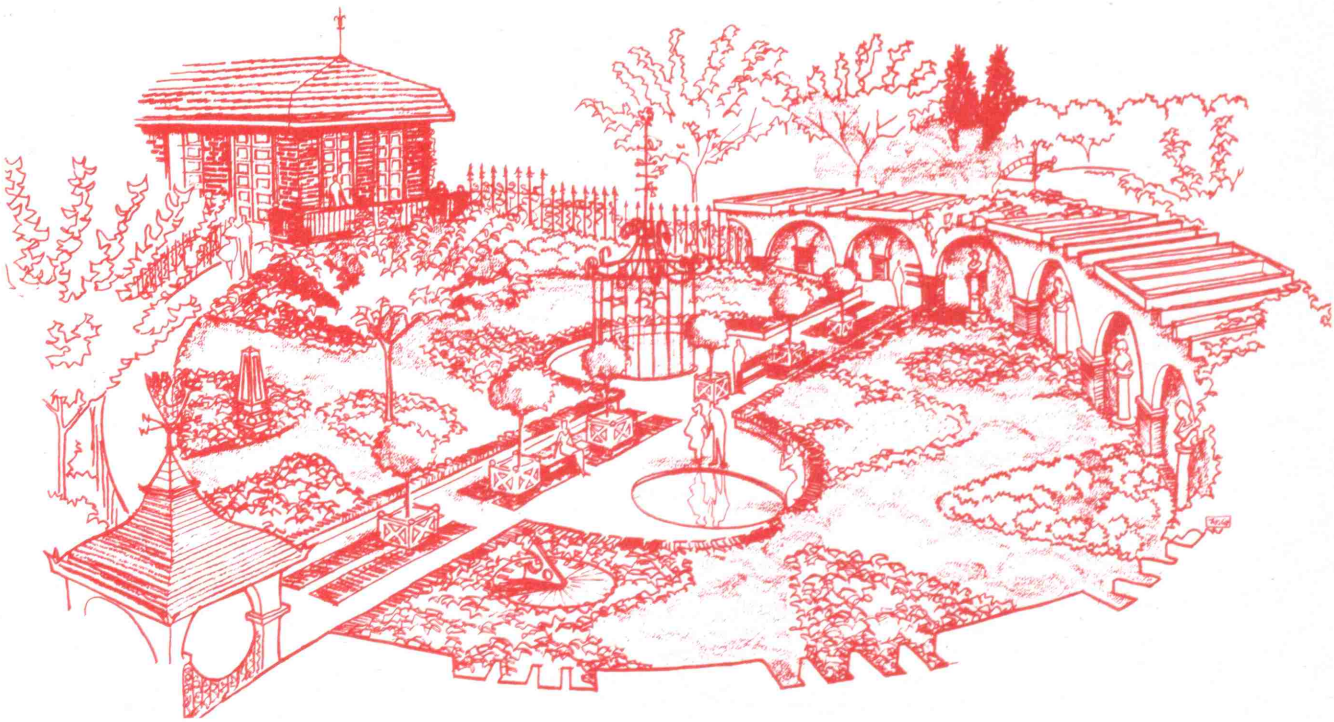
Actual physical size of the land involved is not large – less than two acres for the seven gardens – but Justice and Webb Landscape Architects Ltd. have made imaginative and practical use of the former creek bottom site adjacent to the plant buildings. Bands of trees surround and define ample parking areas.

First of the seven gardens, known as the Colonnade, should be completed by Christmas according to the prime contractor, Commonwealth Construction. It includes a colonnade of Romanesque arches with provision for statuary in each (see sketch). The second is strictly a flower garden with large elevated areas of massed annuals and perennials, all in a constant process of change to provide continuous bloom on almost a year-round basis. The third in the series is the Rhododendron garden, stretching along the southern perimeter of the whole garden complex.

The fourth is the Japanese Garden, approached through a characteristically Oriental moon gate. It will contain a small lake, an Oriental bridge with vermilion lacquered rails and a tea house. The entire garden will be planted with a wide variety of trees, shrubs and flowers native to the finest Oriental gardens. The fifth and the sixth in the series are the Games Garden and the Native Wood Garden, respectively. The latter will feature woods native to the Pacific Coast of British Columbia, along with artifacts such as totem carvings and a variety of ideas pertaining to the use of native woods.

The seventh and final garden in the series is the Formal Rose Garden and dining terrace. Including the terrace and the rose arbor at the far end, the entire garden will be over 100 feet long. It will feature a display of the finest roses that can be grown successfully in this climate.

The entrance/exit to the Park & Tilford Gardens will be through a gate house and library complex which will feature meeting areas for garden clubs and will house a gardening library as well.



HISTORIC BUILDINGS

Historic preservation is now recognized as an important factor in community planning. Several recent books on the subject are available from the National Trust for Historic Preservation, 815-17th St. N.W., Washington, D.C.

Last year the U.S. Dept. of Housing and Urban Development published *Preserving Historic America*, describing suitable urban renewal techniques and illustrating how cities, large and small, are actually using them to retain their historic heritage. It can be obtained from the Superintendent of Documents, U.S. Govt. Printing Office, Washington, for $1.00 per copy.

Recently a Canadian picture book, *Founded Upon a Rock*, has been published by the Heritage Trust of Nova Scotia, showing buildings of historic architectural interest in Halifax and vicinity. Orders ($2.50 plus 25 cents mailing charge each) should go to Mrs. R. F. Tolson, Heritage Trust Book Project, Fort Sackville, Bedford, N.S.

B.C. WORKSHOPS

A community planning workshop, organized jointly by CPAC's B.C. Division and UBC's Extension Department and sponsored by the North Okanagan Regional District, was held in Vernon Nov. 3 and 4. This was the latest in a series of regional planning workshops which are proving very successful in B.C.

The Greater Vancouver Branch of CPAC sponsored two public meetings this fall: one on the subject of housing and the other on Vancouver's "transportation crisis".

EDMONTON PLANS

Edmonton's General Plan, a comprehensive, well-illustrated document outlining the future growth of Alberta's capital city as determined by sound planning principles, was published this fall. Its preparation has evolved through three distinct phases: survey, analysis and policy statements – the latter now before City Council for legislative action in the form of a General Plan Bylaw.

Copies of this 170-page document, priced at $10.50 each, are available from the City of Edmonton Planning Department, 6th Floor, City Hall, Edmonton, Alberta.

ASPO DIRECTOR DIES

CPAC National Director M. L. Brennan expressed sympathy on behalf of Association members to the American Society of Planning Officials following the sudden death last August of Dennis O'Harrow, ASPO's Executive Director. Mr. O'Harrow was in Berlin, Germany, to preside at the International Federation for Housing and Planning Conference when he suffered a fatal heart attack.

"His sense of dedication to the field of planning, his personal and intellectual integrity and his real contributions to this field, as well as the warmth of his friendship, will all be deeply missed," wrote ASPO President Lawrence M. Cox.

Mr. O'Harrow's service with ASPO began in 1948 and he had been Executive Director since 1954. He and his staff worked closely with CPAC in organizing the joint ASPO-CPAC Planning Conference in Toronto in 1965.

NOVA SCOTIA CONFERENCE

Sponsored jointly by CPAC's Nova Scotia Division and Dalhousie University's Institute of Public Affairs, the annual Nova Scotia Community Planning Conference was held in Amherst, N.S., Nov. 9 and 10.

Provincial director of community planning R. S. Lang briefed delegates on the state of the art in Nova Scotia. Mayor D. W. Tingley of Amherst and other speakers focussed attention on preparation and implementation of the town plan. Three ARDA officials led a panel discussion on planning for an urban-rural relationship, using Amherst as the example of a regional center.

POLLUTION CONTROL

Pollution of air, water and soil has become a matter of life and death in Canada. We need a national program of pollution control, co-ordinated by Ottawa and augmented by the resources and actions of provincial and municipal governments, to prevent our environment from becoming intolerably contaminated.

So contends CIVIC ADMINISTRATION, a Maclean-Hunter monthly publication, which made its entire November 1967 issue into a 24,000-word *Handbook of Environmental Pollution Control*. It is highly recommended, albeit disturbing, reading for all CPAC members.

Background papers and proceedings of the National Conference on "Pollution and Our Environment," held in Montreal Oct. 31 – Nov. 4, 1966, are now available in both English and French.

Published in three volumes, the 112 background papers are not only a thorough compilation of factual information on environmental pollution in Canada, but they also give a perspective on the steps to be taken for its control and abatement. Volume I deals with the problems; Volume II reviews the progress in control by the eleven senior governments of Canada, and includes papers by non-government authors on the municipality's role in water management, metro organization and regional planning, and the co-operative industry approach to pollution problems; Volume III sets goals for abatement and control and guidelines for the future.

The volume of proceedings contains the transcript of the plenary sessions of the conference, complete reports of the 21 guideline groups and a description of the conference structure.

Orders should be sent to the Canadian Council of Resource Ministers, 620 Dorchester Blvd. W., Suite 830, Montreal, P.Q. Cost is $10 per volume.

MANITOBA MEETING

"Manitoba — Growth, Sloth or Both" is the theme of the CPAC Planning Conference being sponsored by the Manitoba Division in the Fort Garry Hotel, Winnipeg, Jan. 17-18-19, 1968. For further details and registration forms please contact Mrs. E. M. Lord, CPAC Executive Director, Group 4, Box 1, R.R. 1, St. Norbert, Man.

CPAC NATIONAL LIBRARY

B.E2 *The Canadian Economy From the 1960's to the 1970's.* Fourth Annual Review, Economic Council of Canada, pp. 281. Queen's Printer, Ottawa, 1967.

B.J1 *Urban Geography,* An Introductory Analysis, by James H. Johnson, University College London, pp. 188. Published in Canada by Pergamon Press, Toronto, 1967.

E.B14 *The Origins of Modern Town Planning,* by Leonardo Benevolo, pp. 154, plus 16 pages photographs. First published 1963. Translated from Italian by J. Landry. The M.I.T. Press, Cambridge, Mass., 1967.

REPORTS:

The People of Manitoba 1951-1961, by E. F. Sharp and G. A. Kristianson, pp. 60. ARDA Project No. 7030, July 1966.

Development Plan for the Pilot Region: Lower St. Lawrence, Gaspé, and Iles-de-la-Madeleine. A summary. Dept. of Forestry and Rural Development, Canada, June 1967.

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Fighting Poverty in 1966 — Lutte à la Pauvreté en 1966, pp. 42. Special Planning Secretariat, Canada, August 1967.

The Royal Commission on Taxation — A Review of Some Critical Issues. Prepared by J. R. Petrie, Ph.D., for the Carter Commission Committee, Canadian Chamber of Commerce, July 1967, pp. 135.

Property Taxation — U.S.A. Editor: Richard W. Lindholm, pp. 302. University of Wisconsin Press, Madison, 1967.

Tenants Rights: Legal Tools for Better Housing. Report on a National Conference on Legal Rights of Tenants, Washington, 1967, pp. 44.

General Plan for the City of Edmonton, Alta. pp. 170 plus photos, charts and maps. Published by Planning Dept., City Hall, Edmonton, 1967.

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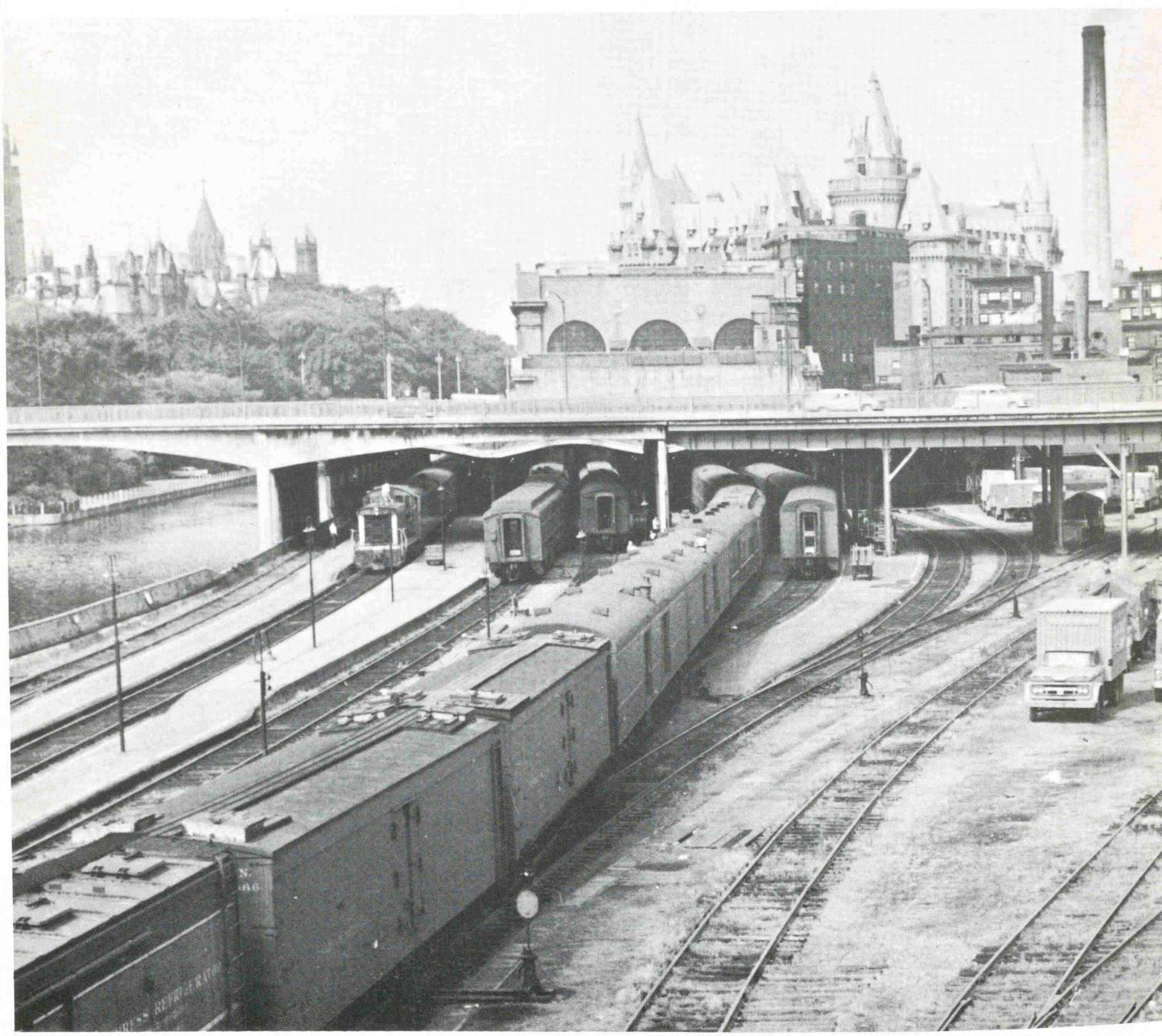
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